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Strengthening State Cooperative Councils



Abstract

Strengthening State Cooperative Councils, by C. H. Kirkman, Jr., senior cooperative education specialist, and John R. Dunn, agricultural economist, Agricultural Cooperative Service, U.S. Department of Agriculture, ACS Research Report Number 20.

State cooperative councils (trade associations) are organized in 38 states with primary roles in cooperative education and legislation. Changing membership structures, financial pressures, and member expectations require councils to look at their individual organizations and make long-range plans for adjustments. This study examines and makes recommendations concerning State council membership, dues structure, budget, member participation, legislation at State and national levels, and educational programs at the local, State, and multistate levels.

Keywords: cooperative, council, member, education, legislation, participation.

Preface

The National Conference of State Cooperative Councils, composed of 38 member councils, requested the Agricultural Cooperative Service (ACS), U.S. Department of Agriculture to conduct a nationwide study of State cooperative councils.¹

The general objective of the study was to identify, define, and evaluate State council programs and services and recommend methods of strengthening the councils' impact as instruments for change. Specific objectives were:

1. Management and employment.
2. Membership structure, including changes and potentials.
3. Programs, services, and their value.
4. Complementary, duplicate, and constraining programs and services provided by other institutions serving cooperatives, such as regional cooperatives, public agencies, farm organizations, and national organizations.
5. Councils financing and how better budgeting, dues structure, and other income sources can improve it.
6. Impact of regional cooperatives on council programs, including the nature of financial support, representation on boards and committees, and areas where regional activities may constrain or amplify work of State councils.
7. Uses made of State councils in State and national legislative programs and how better coordination might be achieved.
8. Relationships between councils and other institutions—commodity associations; farm organizations; State agribusiness trade associations; and State and Federal government programs such as extension, research, and Agricultural Cooperative Service.
9. Multistate council activities.
10. Potential coordination, improvement, or expansion of programs and services that could strengthen State councils.

A variety of materials was collected from each council to provide data toward achieving these objectives. These materials, along with direct information from several State council executive secretaries, provided the basis for most of the findings in this report.

¹ Associations, committees, councils, federations, and institutes are referred to in this report as councils, the term most generally used.

Highlights

Recognizing circumstances and requirements for cooperative councils vary greatly among States, the 38 councils of this study were grouped into 3 categories based on the executive secretary's employment status: Full time, 13, part time, 8, and on a volunteer basis 17.

This grouping proved meaningful. Groups differed as to their State's agricultural economy, cooperative presence, and council programs and priorities.

During 1978-1979, councils with full-time executive secretaries had 210 members, those with part-time secretaries had 68 members, and those with volunteer secretaries had 55 members. Compared with the period from 1967 to 1970, councils with full- and part-time secretaries gained membership by 26 and 28 percent, respectively, while those with volunteer secretaries lost membership by 21 percent. Local cooperatives continued to represent the largest membership bloc. Council members as a percent of eligible members averaged 45, 36, and 35, respectively, for councils with full-time, part-time, and volunteer secretaries.

Average annual budgets for the three groups, respectively, were \$123,413, \$17,140, and \$11,808. In turn, members' dues represented the most important income source, accounting for 86, 74, and 53 percent of total income. Program fees were the second most important source of income for councils, particularly for those with volunteer secretaries.

Use of funds varied greatly. Excluding salaries and benefits, full-time secretary councils spent significantly more than other types on legislation, meetings, publications, and promotion. Expenditures on educational programs were about the same, in absolute terms, for all groups.

Dues formulas were unique to each council, reflecting, in part, variable composition of membership. In general, councils with larger budgets had more complex dues schedules.

Many councils were found not to fully utilize committees. Nominating, youth, annual meeting, finance, and legislative committees were most common. Only one-fourth of the councils indicated they had executive committees.

All councils, with one exception, were controlled by the one-member, one-vote principle, though slight variations exist. In some cases, regional cooperatives were not allowed to vote. Farm credit associations generally voted individually, though in one State, all Federal Land Bank Associa-

tions were grouped as one member. The single exception to the one-vote-per-member rule had scaled voting based on amount of dues paid.

A model council organization was devised. Using this model and its variations, councils could increase member involvement and improve planning for the future.

Wide variations existed in composition and member election arrangements of council boards of directors. In several cases, regional cooperatives had designated seats on the board.

Councils showed little evidence of participating in the elective process or political activity. Four councils indicated having political action committees.

Thirty-one councils participated in their State's legislative process in some way. Twenty-one councils had established legislative committees. Lobbying and keeping council membership informed were the most common types of activity.

All councils had some form of educational program, which varied widely from one council to another. The most significant development in educational programs over the past 10 years was the start of youth and young couples programs. Director and manager training programs gained much interest and appeared to be a major educational thrust for the next few years.

The primary member relations activity continued to be the publication of the member newsletters by 30 councils. Public relations activities were viewed as important, with news releases and speeches being the predominant public relations tools.

Eight multistate council organizations or arrangements primarily for education and research were identified.

Major recommendations:

- Membership rolls should be expanded and bylaws amended to accommodate all agricultural and compatible cooperative associations within the State. Formal programs for contacting and recruiting new members should be established.
- Revenues of State councils should be primarily derived from preset dues for all types of members and program fees. Dues should be as sim-

ple and equitable as possible to ensure an adequate and steady flow of funds to support council activities.

- Increased participation by all members in various council programs, particularly education and legislation, is needed and should be encouraged.
- District meetings should be considered in areas where the cost of travel to and from distant meetings would become excessive.
- Internal organization of each council should be examined and altered, if needed, to ensure maximum member participation and coverage of all desired activities. Councils should undertake long-range planning by establishing active committees for that purpose or making long-range planning a formal part of executive committee responsibilities.
- Some mechanism is needed to ensure all major member components of the State's cooperative community are represented on the councils' board of directors.
- Councils need to make certain the legislative interests of cooperatives in their States are being adequately represented at both State and national levels. They should adopt workable methods of establishing council positions on appropriate legislative issues and improve mechanisms for generating grassroots response from members.
- Cooperative education in elementary and high schools, technical schools, adult education programs, and colleges and universities should be reviewed for adequacy and completeness. Close working ties with educators in these institutions should be cultivated and used.
- Director training programs and young farm couples programs should be made available to cooperatives in all States. Establishing such programs, either independently or in conjunction with the State Extension Services, regional cooperatives, statewide cooperative associations, or cooperative councils of other States, should be a high priority for State councils.
- State cooperative councils not publishing a newsletter should consider beginning one to communicate council activities and needs.
- Multistate coordination should be considered in areas where it can increase the effectiveness of council endeavors. Certain educational programs and cooperative research show great potential for multistate council operation.

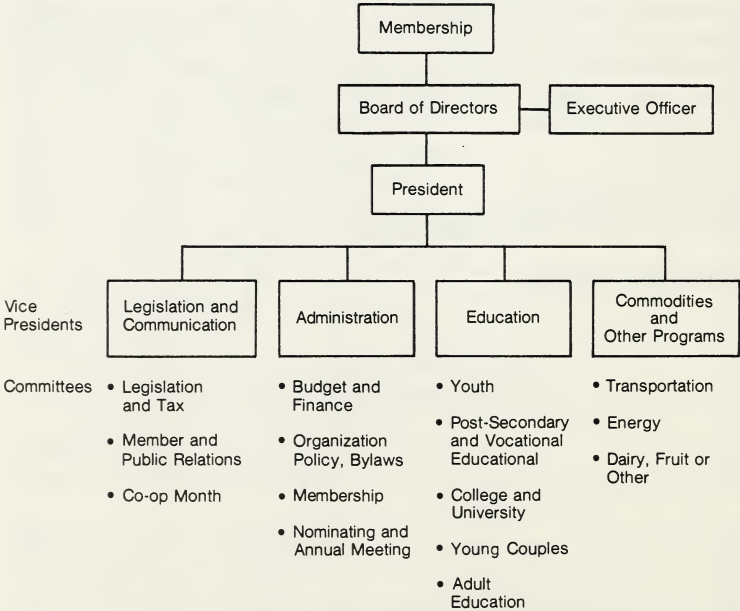
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Suggested Organization Chart
State Cooperative Council



Strengthening State Cooperative Councils

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In response to continuing requests for information from council executive officers, the Agricultural Cooperative Service has issued four publications on State cooperative councils.²

In 1919, California established the first State council as a legislative committee to represent farmer cooperatives and farm commodity associations. Two years later, Oregon founded the first statewide organization working only in the interests of farmer cooperatives.

From the inception of these first councils, farmer associations and cooperatives have found they can best perform a number of services and functions by working together on a statewide basis. Early efforts included adjusting freight rates for hauling farm products, facilitating legislation for agricultural cooperatives, and promoting a better understanding of farmer cooperatives.

²Strengthening the Role of State Cooperative Councils. C. H. Kirkman, Jr. FCS Ser. Rpt. 98. 1968. 14 pp.

The Works of State Cooperative Councils. John H. Heckman and Jane L. Searce. FCS Gen. Rpt. 26. 1956. 75 pp.

State Councils and Associations of Farmer Cooperatives. Jane L. Searce. FCA Misc. Rpt. 117. 1948. 65 pp.

State Councils and Associations of Farmer Cooperatives. Jane L. Searce FCA Misc. Rpt. 82. 1945.

The 1948 State cooperative council study shows 30 councils, more than half formed after 1940. Many new councils were organized to help counteract vigorous attacks on farmer cooperatives during the 1940's. They planned campaigns in three fields—education and information, public relations, and legislation.

At the time of the 1954 study, 30 State councils conducted four major activities: public relations, legislative, membership, and education programs for youth and directors.

When the 1968 study was conducted, there were 37 active State councils; however, only 29 participated in the study. At that time, council programs varied widely, depending on available resources.

Programs were divided into four general categories—advertising and public relations, education and member relations, legislative efforts, and work with other organizations and agencies. Barriers to council progress included low budgets, resulting in use of council secretaries with other employment that interfered with legislative duties, and inadequate use of executive and other committees. Youth programs were the only activity common to all councils. Most councils conducted director-manager training programs. Increased efforts to work in multistate groups were evolving.

Since the 1968 report, changing market structure and agricultural technology, continuing reduction in farm units, and increasing farm size have created new demands on production, marketing, and service cooperatives and on the members of State cooperative councils. Their basic purpose of enhancing the economic welfare of their patron-member-owners remains steadfast. Their management faces a new generation of young farmer-members demanding increased services, profit, and involvement in decisionmaking.

Cooperatives have become more business oriented, with increased emphasis on operating efficiency, activity coordination, internal director and employee training, and financial and management requirements. They must make increasingly complex decisions on integration, diversification, multicoperative, or international operations. These will involve more products and services in wider production and marketing areas.

State cooperative councils are requested to provide an increasingly wider range of special skills, as member cooperatives grow in a complex business, economic, social, public policy, and technological environment. Council secretaries realize they must establish a sound financial structure

and use every available internal and external resource to face these changes and provide the impact their members expect and demand.

State cooperative councils are actually statewide trade associations of member cooperatives. Member cooperatives' involvement and actions determine their future. Council secretaries believe they can provide valuable functions for cooperatives, in particular, and agriculture and society, in general. If councils are to provide needed functions, they must understand the changing structure and needs of member cooperatives and involve them in developing strategies and logistics for adjustment.

COUNCIL CHANGES SINCE 1968

Council names, dates organized, and changes since organization occurred are reported in table 1. Indiana AIC Committee, started in 1967, was recognized as a viable organization. The Missouri Institute of Cooperatives had started as a committee in 1968. The Wisconsin Council of Agricultural Cooperatives and Wisconsin Association of Cooperatives formed the Wisconsin Federation of Cooperatives in 1969. The Agricultural Council of Arizona became inactive. The Maine Cooperative Council was reactivated in 1976. The Vermont Cooperative Council is struggling, having collected no dues since 1979.

CLASSIFICATION

The survey indicated three basic council classifications by executive officer employment, (figure 1 and table 2). Thirteen councils employed paid, full-time secretaries.³ Eight employed part-time secretaries with limited pay.⁴ Seventeen secretaries serve on a voluntary basis with no pay.⁵ The three States with committees are considered in the voluntary-secretary group, because their secretaries receive no pay.⁶ The surveys were summarized on this basis to develop material and recommendations for the three types of councils.

³California, Colorado, Iowa, Kansas, Michigan, Minnesota, Montana, Nebraska, North Carolina, South Dakota, Texas, Washington, Wisconsin.

⁴Georgia, Idaho, Mississippi, New York, Oregon, Pennsylvania, South Carolina, Virginia.

⁵Alabama, Arkansas, Delaware, Florida, Illinois, Indiana, Kentucky, Louisiana, Maine, Maryland, Missouri, New Jersey, New Mexico, Ohio, Oklahoma, Utah, Vermont.

⁶Arkansas, Illinois, Indiana.

Table 1—Current council name and first organization date

Name of Council	First year organized
Agricultural Council of California ¹	1919
Agricultural Cooperative Council of Oregon	1921
Wisconsin Federation of Cooperatives ²	1926
Pennsylvania Association of Farmer Cooperatives	1926
Oklahoma Agricultural Cooperative Council	1929
Virginia Council of Farmer Cooperatives ³	1929
Idaho Cooperative Council	1930
Cooperative Council of North Carolina ⁴	1935
Washington State Council of Farmer Cooperatives	1936
Georgia Cooperative Council ⁵	1937
Colorado Cooperative Council ⁶	1937
Maine Cooperative Council ⁷	1937
Florida Council of Farmer Cooperatives	1939
Ohio Council of Farmer Cooperatives	1942
Texas Federation of Cooperatives	1942
Utah Council of Farmer Cooperatives	1942
Louisiana Council of Farmer Cooperatives	1943
Agricultural Council of Arizona ⁸	1943
Kansas Cooperative Council	1944
South Dakota Association of Cooperatives	1944
Vermont Cooperative Council ⁹	1944
Iowa Institute of Cooperation ¹⁰	1944
Michigan Association of Farmer Cooperatives	1945
Mississippi Council of Farmer Cooperatives	1945
Minnesota Association of Cooperatives	1945
Nebraska Cooperative Council	1945
Delaware Council of Farmer Cooperatives	1948
New York State Council of Farmer Cooperatives	1948
South Carolina Farmer Cooperative Council ¹¹	1953
Kentucky Council of Cooperatives ¹²	1953
New Mexico Cooperative Council	1956
Alabama Council of Farmer Cooperatives	1957
Arkansas State Committee on Cooperatives	1957
Maryland Council of Farmer Cooperatives	1960
Montana Council of Cooperatives	1960
New Jersey Council of Farmer Cooperatives	1962
Illinois Cooperative Coordinating Committee	1966
Indiana AIC Committee	1967
Missouri Institute of Cooperatives ¹³	1968
Cooperative League of Puerto Rico	Not available

¹³Organized as Missouri Cooperative Advisory Committee. Name changed in 1975.

STATE COOPERATIVE AND AGRICULTURAL CHARACTERISTICS

Numerous factors influence the form a State cooperative council will take and the scope of its activities. These factors range from the easily quantifiable, such as number of cooperative associations in the State, to the nonquantifiable, such as the presence of a strong farm organization or influence of a dynamic cooperative leader.

Several statistics of the agricultural and cooperative characteristics in the States, grouped by type of council are displayed in table 3. The data, while not necessarily suggesting a causal relationship, do point to differences in agricultural and cooperative environments in States with full-time secretaries, in comparison with those with part-time and volunteer-based council secretaries. Furthermore, the data highlight the differences between States having cooperative councils and those that do not.

Table 3 indicates existence and scope of a State cooperative council are associated with degree of cooperative activity and the role played by agriculture in the State and provides some justification for the three class groupings of State cooperative councils followed throughout the remainder of this report.

COUNCIL MEMBERSHIP

Eleven councils with full-time secretaries and seven councils with part-time secretaries who reported membership information for the 1967-70 era showed gains in membership since that study of 19 and 10 percent, respectively (table 4). Councils with full-time secretaries reported an average of 210 members, 3 times the average number of members reported by councils with part-time, paid secretaries. These gains were reported in several areas, notably electrics, regionals, and finance including district Farm Credit Banks. Despite these gains, several councils reported big losses in marketing and purchasing locals and scattered losses in local electric and finance associations. Declining numbers of local cooperatives could account for these losses.

The 12 councils with volunteer secretaries having membership records available from the 1967-70 era recorded an average of 55 members, an average loss of 11 members, or a 17-percent loss in membership. Losses of marketing and purchasing locals and, in some councils, service cooperatives were notable. Some membership loss occurred in local finance and electric associations. Councils in this category showed gains in membership had substantial increases in locals.

Table 3—Agricultural and cooperative characteristics of States, by type of cooperative council

Agricultural and cooperative characteristics of State	Status of State council secretary				Average for States with councils
	Full-time	Part-time	Volunteer	No council	
Number					
Cooperative associations.....	469	189	159	110	272
Farmer cooperative memberships.....	200,351	104,854	112,509	45,838	140,949
Farms.....	75,545	42,224	47,866	15,509	56,147
Billion dollars					
Net sales by farmer cooperative.....	1.60	.67	.67	.22	.99
Sales value of farm products	3.27	1.26	1.38	.46	2.00
Percent					
Land in farms.....	62.6	33.8	46.6	32.2	49.4
Farmers with farming as main income source.....	67.8	56.6	55.3	58.3	59.8
Income from agricultural sector as percent of total State income	7.3	3.5	3.1	2.9	4.7

Source: Statistics of Farmer Cooperatives 1975-76, FCRR 3. 1974 Census of Agriculture, Vol. 1, part 51.

Table 4—Council membership changes

Secretary status	Members		
	1967-70	1978-79	Percent change
<i>Average number¹</i>			
Full-time secretary.....	176.5	210.0	+19.0
Part-time secretary	62.3	68.4	+9.8
Volunteer secretary	66.5	55.0	-17.3

¹1967/70 membership averages based on information available from all full-time secretary councils, 7 part-time secretary councils, and 12 volunteer-secretary councils.

Types of Membership

An analysis of the types of council memberships, (figure 2), shows:

- 97 percent have either a local Production Credit Association (PCA), Federal Land Bank Association (FLBA), or district Farm Credit Banks; some have a PCA without FLBA and vice versa; some district Farm Credit Banks belong to some but not all councils in their district, some farm credit banks do not belong to any councils; few councils show credit unions as members;
- 97 percent have regional members;
- 94 percent have local members;
- 84 percent have telephone and/or local and statewide electric members;
- 74 percent have other types of organizations; when councils hire paid executives, they are less likely to have farm organizations as members;
- 66 percent have service cooperatives as members; and
- 13 percent have consumer cooperatives as members.

Membership Structure

Analysis of council membership structure (table 5), reveals local associations, many affiliated with regionals, continue to comprise the largest single segment of membership in each type of council. Financial associations consistently hold a distant second place. Telephone and electric associations closely and consistently comprise the third largest grouping. Regional cooperatives are fewer in number and thus show a smaller percent of each State membership. Service cooperatives are eligible for membership, but few join councils. Although consumer cooperatives are becoming more active, few councils have provided for them as members.

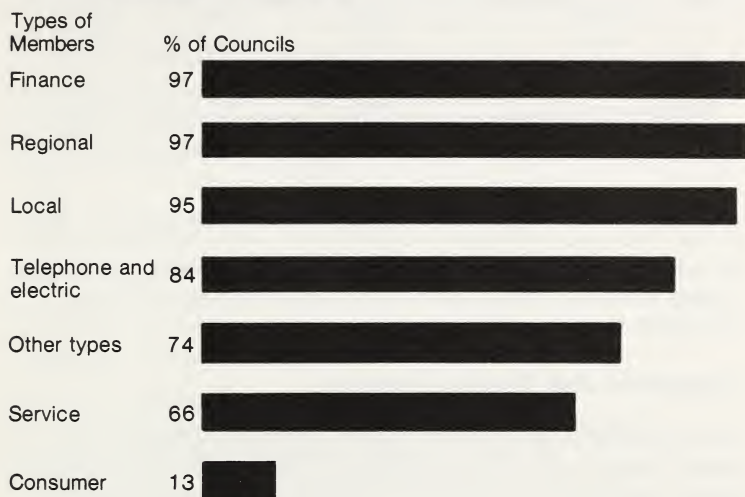
State Association Council Members

Council membership in 1979 was compared with the number of farmer cooperatives in the respective States (table 6). Councils with full-time secretaries averaged 45 percent of the available associations in their States as members. The range was from 16 to 78 percent.

Councils with part-time secretaries averaged 36 percent of the available associations in their States as members. The range was from 10 to 100 percent.

Councils with volunteer secretaries averaged 34 percent of the available associations in their States as members. The range was from 2 to 100

Figure 1

Types of Membership in Councils**Table 5—Council membership structure**

Secretary Status	Percent of 1978-79 membership						
	Local ¹	Finance ²	Telephone and electric ³	Regional ⁴	Other service ⁵	Consumer ⁶	Other ⁷
	<i>Percent</i>						
Full-time secretary	63.8	11.8	10.0	4.0	3.6	0.8	6.0
Part-time secretary	48.0	23.9	20.1	4.9	0.9	0	2.2
Volunteer secretary	51.3	19.9	14.8	6.9	3.0	0	4.1

¹Purchasing, marketing, bargaining, and purchasing and marketing.²District Farm Credit Banks, Production Credit Associations, Federal Land Bank Associations, credit unions.³Includes statewide electric.⁴Purchasing marketing, and purchasing and marketing.⁵Artificial breeding, general services.⁶Food stores, health maintenance organizations.⁷Farm organizations, university and extension, trade associations, water, irrigation, insurance and others.

Table 6—Percent of State associations as members of councils

Secretary Status	High percent	Low percent	Average percent
Full-time	78.0	15.7	44.8
Part-time	100.0	9.9	36.2
Volunteer	100.0	2.3	34.6

percent. The three committees and one council with a volunteer secretary that primarily limited membership to statewide and regional cooperatives reported from 2 to 7 percent of available associations as members in their States.

Organizations that Should be Members

Secretaries reported the following types of cooperatives that are not council members should be extended membership in descending order of listing: mutual water or irrigation associations, local mutual telephone associations, consumer cooperatives, local utility associations (electric membership corporation and municipal), statewide rural electric associations, credit unions, and trade associations.

Mentioned just once were: regional cooperatives; local finance associations (Production Credit Association and Federal Land Bank Association); farm organizations; commodity groups such as farrowing, feeder pig, and cattle feeding; and all other types.

Special, Associate, or Honorary Members

The bylaws of seventy-four percent of all councils provide for special, associate, honorary, funding, or sponsoring memberships. Councils with voluntary secretaries are more likely to have a bylaw provision for special membership than those with part-time or full-time secretaries. Only 13 percent of councils providing for special memberships indicated they were for funding members.

How Associations Are Recruited for Membership

Personal contact is the most often used and most effective member recruitment method. Contacts are made by the secretary, membership committee, members of board of directors, and other members. In some instances, a letter of invitation follows the visit.

Peer pressure is believed effective where councils have active educational or legislative events or programs that can show positive results to prospective members.

Other recruiting strategies include working through regionals or statewide associations, adding insurance, organizing a credit union, identifying potential members, and sending dues notices to all cooperatives in the State.

Reasons Associations do not Join

Council secretaries submitted more than 25 reasons cooperatives do not join councils. Four most frequently given were apathy, free ride, cost, and insufficient information or understanding. Other reasons given for cooperatives not joining councils are:

- Do not appreciate, need, or see the benefit;
- See councils as just another among numerous organizations;
- Feel council activities overlap with other programs;
- Believe councils lack active programs;
- Have received bad information;
- Have received too little contact from councils.

Member Recruitment Goals

Council secretaries were asked to identify their membership recruitment goals for 1980. Councils with full-time secretaries had average recruiting goals of 16 new members, representing an 8-percent average gain in membership. Councils with part-time secretaries had average recruiting goals of 6 new members, representing a 9-percent average gain in membership. Councils with volunteer secretaries had average recruiting goals of 18 new members, representing a 14-percent average increase in membership.

Fifteen councils, primarily those with volunteer secretaries, indicated they had no member recruiting goals.

Membership Recommendations

Councils must contend with an ever-changing pool of potential members. Past trends toward consolidating cooperatives into fewer but larger units may be expected to continue. New types of potential members will challenge State cooperative councils to adapt their programs to meet the needs of all cooperative organizations within their States.

State cooperative councils that limit membership to particular types or sizes of cooperative associations or allow dominance by individual cooperatives or farm organizations do not adequately represent the interests of all agricultural and other cooperatives within their jurisdiction. They may achieve more effective programming and obtain more credibility as spokesman for all cooperatives within their States by inclusion and democratic representation of all eligible cooperative associations. To meet these goals, councils need to examine their membership practices and policies and update bylaws, when needed, to reflect potential council membership.

New cooperatives serving low-income people and consumers are being organized. As potential members, these organizations should be approached. Many will need educational assistance and guidance in understanding and operating under principles and practices of cooperation. Policies must be established and necessary bylaw changes made to facilitate this important area of State council involvement. Otherwise, second council may be established in some States.

Councils limiting their membership to regional or statewide cooperatives need to include local associations for grass-roots level involvement and programs.

Councils without active member recruitment programs need to develop them. They should make organized efforts to reach out to all bona fide cooperative associations within the State. Potential members must be contacted, informed, and convinced of the benefits of membership. Active members must be drawn upon heavily to provide necessary support for recruitment activities.

REGIONAL COOPERATIVES

All councils, with one exception, indicated full membership by regional cooperatives was within their bylaws or their established practices. The exception was a State council that required all full members to be local cooperatives but allowed regional participation as nonvoting associates.

All councils except one have at least one regional cooperative represented in some form in their membership. No council with regional members indicated a regional's membership would be affected by its concurrent membership in another State council .

Thirty-one State councils had seats on their boards of directors filled by representatives of regional cooperatives. Thirteen of these councils indi-

cated they had some special provision for regional cooperative representation on the board. The thirteen included seven councils with full-time executive secretaries.

Twelve State councils had special dues provisions for regional cooperatives, including eight councils with full-time secretaries. In most of these States, a base or flat fee arrangement was used, with many negotiating the fee annually. In the remaining States, the same dues schedules were used for regionals as for other member categories; however, higher maximum and minimum assessments were used. In no State were the dues schedules or rates for regional cooperatives altered by the membership of local affiliates.

Council Benefits, Services, and Concerns

Council secretaries were asked to state the benefits their councils received by having regional cooperatives as members (table 7). Most frequently mentioned were financial support, personnel and resources, and program coordination.

Secretaries were asked what services they believe attract regional cooperatives to council membership (table 8). Most frequently mentioned were legislative work, information, and various educational programs. State councils' role in intercooperative communications was also viewed as important.

Table 7—Benefits of having regional cooperatives as members

Benefit	Full-time ¹	Part-time ¹	Volunteer ¹	Total
Financial Support.....	5	4	3	12
Personnel, resources	4	2	3	9
Program coordination.....	3	2	4	9
Expertise, professionalism	4	2	1	7
Unspecified support	2	2	3	7
Advice, leadership	3	1	2	6
Improved communications.....	2	2	2	6
Legislative/political clout	3	1	1	5
Broader perspective	2	1	1	4
Interstate information and programs	1	1	0	2

¹Number of times each benefit was mentioned by council executive secretaries. More than one benefit was mentioned by several.

Secretaries were asked what programs and services provided by their councils were overlapped by similar programs or services of regional cooperatives (table 9). Educational programs are the most frequent areas of overlap. Significantly, 16 councils indicated no overlap.

Finally, secretaries were asked to identify problems arising from regional cooperatives' membership in their councils. Few indicated any. Those who recognized some concerns mentioned overlap of educational programs, competition and lack of coordination in legislative activities, and regionals' dominance in general. Also mentioned more than once was that the council frequently became the forum for disputes between local and regional members over matters unrelated to council business.

Regional Cooperatives' Recommendations

Regional cooperatives are major participants in the cooperative community and should, therefore, be involved in council activities. Such involvement should not, however, result in the dilution of the role or the voice of local cooperatives and other cooperative associations in council activities.

Councils and regional cooperatives should coordinate activities where possible and appropriate, that is, where benefits accrue to all cooperative associations in the State. Educational programs of regional cooperatives that supplant council programs should be reviewed, and council secretaries should encourage regionals to include areas considered lacking in their program.

Councils determining regional fees through negotiation should establish a more standardized method. A set flat fee or adapted version of the locals' fee schedule should be used.

COUNCIL FINANCES

Budget and revenue data were collected from all State cooperative councils for 1979. Councils with no formal budgets were included in table 10 figures, using 1979 revenues.

Budget

The average budget for all councils was \$51,111. Councils with full-time secretaries had an average budget of \$123,413; those with part-time secretaries, \$17,140, and those with volunteer secretaries, \$11,808. All three groups showed considerable variation.

Table 8—Council services that attract regional cooperatives

Service or program	Full-time ¹	Part-time ¹	Volunteer ¹	Total
Legislative work.....	8	2	2	12
Communications, information.....	4	1	1	6
Other general education.....	4	1	1	6
Young farmers/farm couples.....	0	3	0	3
Youth.....	1	1	1	3
Public relations.....	2	1	0	3
Input to local cooperatives.....	1	0	2	3
Program coordination.....	1	0	1	2
Cooperative unity.....	1	0	1	2
Legal assistance.....	1	0	0	1
Cooperative directory.....	1	0	0	1

¹Number of times service was mentioned.

Table 9—Council activities that overlap those provided by regionals

Program or service	Full-time ¹	Part-time ¹	Volunteer ¹	Total
Other education.....	8	0	3	11
Director, manager employee training.....	3	2	2	7
Youth program.....	0	0	2	2
Legislation.....	1	0	1	2
Dissemination of information.....	1	0	0	1
Communications with nat'l organizations.....	0	1	0	1
Public relations.....	0	0	1	1
No overlap (or no response).....	0	6	10	16

¹Number of times each program was mentioned.

Table 10—State council budgets or revenues and percentage of budget provided by dues, 1979

Budget data	Full-time	Part-time	Volunteer	All councils
Total budget:				
Average.....	\$123,413	\$17,140	\$11,808	\$51,111
Low.....	40,500	9,200	300	NA
High.....	309,320	27,800	28,350	NA
Percentage of budget from dues:				
Average.....	86.2	74.4	53.0	68.8
Low.....	57.0	22.0	0	NA
High.....	100.0	96.0	100.0	NA

Councils were asked to indicate what percentage of their budget (revenues) came from dues. A summary of responses is also shown in table 10. Councils with full-time secretaries depend on dues for the highest average portion of their total budget, 86 percent. Councils with part-time secretaries and those with volunteer secretaries depend on dues for an average 74 and 53 percent of budget, respectively.

Councils depend to a large degree on program fees and contributions to provide the nondues portion of their budgets. Other nondues income sources included interest payments, sale of assets, refunds, and grants. Program fees were by far the most important nondues income source for councils with full-time and part-time secretaries. Councils with volunteer secretaries were relatively more dependent on contributions in amounts ranging up to 100 percent of total budget.

Expenditures

Council budgets were separated into various expenditure categories. Summary results are shown in table 11. Given differences in absolute size of budget and type of expenditure, only limited comparison should be made among the three types of councils.

The largest expense category for councils with full-time secretaries was salaries and benefits. This might be expected, because paid staff frequently performs tasks for programs done by volunteers in other councils. Educational programs represented the largest expense category for both part-time and volunteer-secretary councils.

The figures in table 11 may be converted to dollar amounts based on average budget figures. When viewed in absolute dollar terms, councils with full-time secretaries spend significantly more than other councils on legislative activities, meetings, publications, and promotion. This is consistent with the greater level of involvement in these areas, as will become clear in subsequent sections of this report. In education, councils with part-time secretaries spent the most, on average, and councils with full-time secretaries, the least. It must be noted, however, in average dollar terms, the three types of councils spent nearly the same amount on education. Interpretation of these comparisons must be tempered by the fact that salary and benefit and office expense categories are not allocated to the other expense categories for full-time and part-time secretary councils.

Table 11—Expenditures (or budgeted expenditures) in various categories as a percent of total budget (or revenues)¹

Expense Item	Full-time	Part-time	Volunteer
Salaries, benefits.....	57.6	22.3	0
Office expenses.....	14.8	8.5	7.0
Publications.....	2.4	1.8	3.4
Meetings.....	4.6	5.9	12.8
Education.....	5.6	48.9	64.0
Cooperative relations.....	.6	.5	1.9
Legislation.....	5.1	.1	1.7
Promotion.....	1.4	.8	5.2
Other.....	7.4	11.1	4.3

¹Simple average of percentages.

Contingency Fund

Examination of materials provided by several councils indicated they maintain some form of contingency or reserve account. This information was not requested, so available information may not be complete. The purpose of these contingency accounts varies among councils but they are held primarily to protect against a drop in incomes that would disrupt program continuity. Evidence of some contingency funds appeared in nine councils with full-time secretaries, six councils with part-time secretaries, and four councils with volunteer secretaries.

The nine councils with full-time secretaries that had contingency funds indicated the funds represented from 1 to 165 percent of total budget and averaged 47 percent. Two councils maintained contingency funds larger than their annual budget.

Six councils with part-time secretaries that appeared to have contingency funds showed the funds ranged from 20 to 229 percent of total budget and averaged 73 percent. One council had contingency funds exceeding its annual budget, and two other councils' funds were greater than half of their annual budget.

The four councils with volunteer secretaries and contingency funds, revealed the funds ranged from 2 to 105 percent of total budget and averaged 51 percent.

Dues Formulas

Three basic types of dues formulas are used by State cooperative councils, either alone or in combination: base fee, per member fee, and volume fee. Under a base fee plan, each member or type of member is charged a single fixed amount each year. Under a per member fee plan, each association is charged a flat rate for every member on its rolls. Under a volume fee plan, each member is charged a rate per unit volume. Volume may be measured in physical product terms or one of various monetary terms. Per unit rates may vary. In addition to dues formulas, minimum and maximum total dues payments may be established.

State cooperative councils have adopted a wide variety of dues schedules, with many incorporating all three basic dues formulas plus minimum and maximum amounts. All except two State councils have some established dues formula or procedure. Exceptions are councils with volunteer secretaries depending solely on contributions.

In general, councils with volunteer secretaries had the simplest dues schedules. No council in this group used more than one of the basic types of dues formulas. Eleven councils used a base fee arrangement, two used per-member fees, two used volume fee schedules, and two depended on contributions. Only 7 of the 17 councils with volunteer secretaries received more than half their income from dues.

The dues schedules of councils with part-time secretaries are slightly more complex. Two of the eight councils in this group use only volume fees. The other six councils have combination type dues schedules. All six have a base fee component. Two councils add a volume fee component, two add a per-member component, and two add both volume and per-member components. Volume fees were used most often for marketing and supply members of this group of councils. Seven of the eight councils with part-time secretaries depend on dues for well over half their total income.

Generally, councils with full-time secretaries have the most complex dues schedules. Only 4 of the 13 councils in this group use a single component dues schedule; 3 are based on volume and the other on gross margins that are related but not identical to volume. The remaining nine councils use combination fee schedules, all but one of which include some form of volume fee.

Three State councils' fee schedules contain unique features worth mentioning. One full-time secretary council bases fees for most members on

member equity. Two councils, one with a full-time secretary and another with a volunteer secretary, divide their members into functional groups and give each group responsibility for allocating its dues share among associations.

Desired or Ideal Budgets

Council secretaries were asked to estimate the budget necessary to bring their council programs to a desired level of involvement and effectiveness. Nearly all secretaries indicated the need for substantial budget increases. Councils with full-time secretaries would require an average estimated budget of \$184,400, up 49 percent from 1979 budget figures. Councils with part-time secretaries would require an estimated average budget of \$30,000, up 78 percent from 1979's average. Councils with volunteer secretaries would require an estimated average budget of \$24,300, up 206 percent from average 1979 budgets.

The increase in funds would primarily be used to hire additional employees to carry out desired programs. In six councils, four with part-time and two with volunteer secretaries, hiring a full-time executive secretary would represent the major portion of the needed budget increase.

Finance Recommendations

Councils should be financed by dues and program fees to as great extent as possible. Councils heavily dependent on contributions are more vulnerable to swings in the economic environment and will therefore have difficulty maintaining program continuity and achieving program growth.

Dues schedules should be as simple as possible, while recognizing differences among types of council members.

Dues should be based on the most stable measure possible to avoid wide fluctuations in council income and the annual dues billed to members.

Dues schedules should be regularly reviewed to ensure council revenue needs are met and the makeup of council membership is reflected.

Where State law permits, councils should establish and maintain contingency or reserve funds to allow programs to continue in the event of a short-term funding shortfall. A contingency fund to budget ratio of 1.0 is highly desirable.

When they can be identified, recipients of benefits from council education and training programs should pay for them. For example, in director training programs, benefits accrue to the cooperatives of the directors involved. Therefore, these cooperatives should pay for the program. In youth programs, benefits are shared by the cooperative community as a whole, so cost could be more appropriately borne by the council. This principle, while difficult to follow in some cases, should be adhered to the greatest extent possible.

State cooperative councils should make two major considerations in long-range financial planning. First, weigh the effects of inflation both in terms of the effectiveness of present budgets and the relevance of present dues formulae. Second, realize pressure on public spending at the Federal, State, and local levels could diminish the ability of various public agencies and organizations to provide assistance to councils. Councils depending on such assistance, particularly those with part-time and volunteer secretaries, may be forced to bear the financial burden of providing services formerly considered a public responsibility.

COUNCIL EMPLOYMENT AND FACILITIES

Executive Compensation

Salaries paid to full-time and part-time council secretaries are shown in table 12. A wide range of salaries is indicated for both groups, with full-time secretaries receiving an average of \$27,782, and part-time secretaries, an average of \$2,066 in 1979.

No part-time secretary indicated receiving benefits in addition to salary. Full-time secretaries received benefits as follows: 13 had paid vacations; 11, life insurance, sick leave, and retirement; 10, health and automobile insurance; and one each, dental insurance, savings plans, and deferred compensation.

Table 12—Executive secretary compensation

Salary measure	Full-time ¹	Part-time ²
Average	\$27,782	\$2,066
High	36,400	4,200
Low	15,000	125

¹Ten reporting.

²Eight reporting.

Part-time Executive Employment

Part-time secretaries were asked to state their full-time or other occupation. Responding were eight extension employees, seven cooperative employees, and six retired and three nonextension education or State employees. Among secretaries now retired, two were former extension specialists, one worked for a cooperative, one was vocational agriculture teacher, one was a State statistician, and one did not specify occupation. Most volunteer and two part-time secretaries, on the average, worked 4 hours or less each week on council business (table 13).

Other Employees

Councils with full-time secretaries had up to 11-1/2 full-time employees. Eight councils had between two and four full-time employees. Table 14 shows employee distribution in councils with full-time secretaries.

Table 13—Part-time and volunteer secretaries' working time on council business

Hours per week	Part-time ¹	Volunteer ²
0-4	2	7
5-9	0	1
10-14	3	0
15 and over	2	0

¹Seven reporting

²Eight reporting

Table 14—Employment by councils with full-time executive secretaries

Number of employees (full-time equivalents)	Number of councils
1.0	1
1.5	1
2.0	4 ¹
3.0	2
4.0	2
5.0	1 ²
7.0	1
11.5	1 ³

¹Part-time employees counted as one-half full-time employees.

²Includes one council with two part-time employees.

³Includes three Federal contract employees.

In three councils with part-time secretaries, the secretary was the only employee. Three of the eight councils had a second part-time employee, two office secretaries, and one treasurer. Two councils with part-time secretaries had three part-time employees; another a member-services secretary; and another, an education secretary.

One council with volunteer secretary indicated reimbursing a part-time office secretary.

Council Facilities

Only four councils without full-time secretaries indicated they maintained council office facilities. These four, two with part-time and two with volunteer secretaries, maintain a library.

All 13 councils with full-time secretaries maintain a central office. About half also had a meeting or conference room. Eight maintain a library. Two of the 13 indicated having a mail or print room.

Councils lacking central office facilities were asked where office records were kept and office space used. In most cases, the location was an extension office, a cooperative office, or the executive secretary's home. Also mentioned were university offices, State department of agriculture offices, and farm organization offices.

Employment and Facilities Recommendations

Salaries of executive secretaries and other council employees should be reviewed annually to keep them properly aligned with the cost of living and competitive with salaries in similar executive positions.

All councils should use the maximum amount of volunteer labor.

Councils without library materials should develop a reference center or see that one is established elsewhere for students, cooperative personnel, and others.

MEETINGS, VOTING, ORGANIZATION

Councils usually hold annual meetings for their full membership. Exceptions are those organized as committees with a minimal number of members that meet quarterly, semiannually, or as needed. Several councils with full-time and part-time secretaries hold district meetings in addition to annual meetings.

Member Meeting Attendance

Member attendance at meetings varied from 5 to 100 percent (table 15), with the widest range in councils with full-time secretaries 15 to 90 percent. Councils with part-time secretaries varied from 5 to about 60 percent. Councils with volunteer secretaries and limited membership or committee-type structure averaged a higher attendance, often recording 100 percent of associations present.

Membership Meeting Agenda

All councils, except two organized as committees, generally have similar agendas at full membership meetings. Items below are included in descending order of listing by one or more councils in each type: treasurer's report, committee reports, president's report, executive officers' report, keynote speakers, other speakers, discussion with speakers, question and answer period, youth conference or report, panel discussion, and young farm couple program or report.

Meeting agenda items reported by two of the types were: entertainment, demonstrations, "how to" sessions, and director training. Other agenda items reported at least once by one type of council were: awards, bylaw proposals, case study, selection of associate members, extension program, policy proposals, resolutions report, scholarship report, and university report.

Table 15—Member meeting attendance

Percent attendance	Full-time ¹	Part-time ²	Volunteer ³	Total
Less than 10	0	1	0	1
10-19	1	1	0	2
20-29	2	0	1	3
30-39	2	0	0	2
40-49	1	2	1	4
50-59	2	2	3	7
60-69	1	0	0	1
70-79	0	0	2	2
80-89	1	0	2	3
90 or more	1	0	5	6

¹Eleven reporting.

²Six reporting.

³Fourteen reporting.

Member Votes

Most councils adhere to the one-member, one-vote principle. However, as in the cooperatives represented, some exceptions occur.

One council with a voluntary secretary and limited membership has two trustees per member. Each trustee has one vote, so in theory this amounts to each member having one vote. Another does not allow regionals to vote. The committees generally do not have locals as members, so basically each statewide or regional has one vote.

All councils with part-time paid secretaries adhere to the one-member, one-vote principle.

More extensive variation occurs in member voting in councils with full-time secretaries. One council adheres to the one-member, one-vote principle, but has no regional cooperatives as members. Another council does not permit regionals to vote but has three board seats for them. Two councils have their locals follow the one-member, one-vote rule; however, one uses regionals as advisory members prohibiting their vote. Other councils have some regionals as associate members who do not vote and some as regular members who do. One council uses a weighted vote from a minimum of 1 to a maximum of 10 based on dues paid.

Voting by local financial cooperatives (PCA & FLBA) and district Farm Credit Banks is structured much the same as local marketing and purchasing cooperatives and regional cooperatives. As major exceptions, one council with a part-time secretary and two councils with full-time secretaries treat all local FLBA's as one association.

One committee, one council with a voluntary secretary, and two councils with full-time secretaries report associate members as voting.

Committees

Committee members, kinds, sizes, assigned functions, and participation show more variation within each than among council types. Council secretaries indicated fewer than eight committees per council (table 16). Part-time secretaries indicated, on the average, about one more committee per council than shown in the composite grouping.

Use of nominating committees was reported most often—by 29 councils. This was followed by 25 councils with youth committees. Other

committees indicated by more than 20 councils were annual meeting, finance, legislative, and adult education (including manager/director). Committees indicated 19 to 10 times in descending order were: audit; program; young farm couples; credentials, resolution, policy, and rules; university and cooperative relations. Committees checked by fewer than 10 councils were executive, membership and dues, publicity, dairy or dairy-livestock, transportation, women, and energy.

Other committees listed in addition to those in table 16 included AIC, agricultural credit, awards, cooperative month, cotton, consumer, producer, energy, grain, history, inheritance tax, internal operations, leadership, legal and cooperative tax, marketing orders, planning, poultry, publicity, rural electric and telephone, safety and insurance, service, scholarship, special, tobacco, and transportation.

Table 16—Council committees

Committee	Full-time ¹	Part-time ²	Volunteer ³	Total
Nominating	10	8	11	29
Youth.....	5	8	12	25
Annual meeting.....	9	5	9	23
Finance	9	4	9	22
Legislative	10	6	5	21
Adult education (including manager/director).....	6	6	8	20
Audit	7	4	8	19
Program.....	8	4	5	17
Young farm couples	3	6	7	16
Credentials, resolutions, policies and rules	5	3	3	11
University.....	0	2	9	11
Cooperative relations	4	2	4	10
Executive.....	5	2	2	9
Membership and dues	2	2	3	7
Publicity.....	0	2	4	6
Dairy or dairy- livestock	3	0	0	3
Transportation.....	3	0	0	3
Women.....	2	1	0	3
Energy	2	0	0	2

¹Eleven reporting.

²Eight reporting.

³Fourteen reporting.

Meeting Recommendations

Since statewide annual meetings are required by council bylaws and State laws, councils, must continue to hold them. However, because more than 60 percent of councils report less than 60 percent attendance, they must consider ways to increase interest and involvement.

Councils not holding district meetings should consider holding them to increase member involvement, solicit new members, and follow director recommendations for holding director nominations. Well-prepared programs conducted by the secretary or executive committee on council affairs and timely topics of cooperative concern are important. Pressures for time and costs of transportation and per diem for members attending statewide meetings will increase. For the council to take the program to members will cost less than for members to go to the program.

Councils not using well-planned visuals should use them for reporting activities at annual and district meetings. Careful consideration must be given to selection of speakers, discussion of timely and pertinent information of member concern, stopping within time limits, and providing for discussion periods. The agenda must fit organization needs, be instructive, and provide for member participation and policy development.

Voting Recommendations

Changing situations and membership require councils to review voting policy. Careful review of regional voting must be considered when seats are provided on the board, or when some regionals are associate members who do not vote and others are regular members who vote in the same council. Councils regarding all finance cooperatives such as PCA or FLBA as one association in their State should reconsider this policy. Councils with associate member voting should review this bylaw to determine whether they are in compliance with their State statutes and the desires of dues-paying members.

Committees and Organization Recommendations

Effective use of properly organized committees provides a means of sharing responsibility, involving member organizations, and lightening the increasing task of the council executive. Less than one-fourth of the councils listed executive committees. Greater use of committees should be considered. Executive committees composed of the officers can work with the executive officer in developing an organizational chart. If necessary, bylaws should be amended to provide for the executive committee and needed vice presidents to properly function. See page viii.

Through the executive committee, each vice president and each committee reporting to the respective vice presidents should develop the basic functions, duties, responsibilities, and organizational relationships for a coordinated program to fit member association needs.

Few councils provided policy lists, and only 11 indicated having credentials, resolutions, policy, or rules committees. Policy is of paramount importance to the executive officer to provide a definite course or method of action selected from among alternatives and in light of given conditions to guide and determine present and future decisions. Councils review and propose policy should have a policy committee for full board approval to protect the executive officer and direct the council.

Few councils indicated annual work plans and long-range planning. Like ships trying to operate without a rudder, they have no direction. The executive officer and the executive committee should prepare a 5-year plan for approval of the full board of directors and update it within a month after each annual meeting. From this plan, the executive officer should develop an annual work plan with target dates and goals to be submitted to the board at the first quarterly meeting.

Once organizational structure and member involvement are launched, momentum will generate. Many one-time steps in launching program planning and policy changes will be required the first year. Recommended steps include:

- Deciding changes are needed;
- Doing some research, thinking, and planning;
- Writing ideas on needed changes in an organized manner;
- Selling the idea to the board;
- Establishing with the board the procedures to follow;
- Setting up schedules and time tables;
- Organizing, training, and instructing committees;
- Deciding with the board and committees the basic format and forms of functions;
- Implementing early board and committee decisions with assignments to prove the process works; and
- Following through.

BOARD OF DIRECTORS

Councils predominantly have 5 to 19 members on the board of directors (table 17). Ten of 13 councils with full-time secretaries have 10 to 19 board members. All councils with part-time secretaries have fewer than 19 board members. Eleven of 16 councils with volunteer secretaries have fewer than 19 board members.

Elected/Appointed

All councils elect some or all directors except the three committees in the volunteer secretary group (table 18). Election of all directors is noted by 24 councils, with a majority of each type following this procedure. However, 10 council bylaws provide for election of some directors and appointment of others. The three committees with volunteer council secretaries appoint directors. Cooperatives differ in ways they appoint directors to represent them.

Table 17—Seats on boards of directors

Number	Full-time ¹	Part-time ²	Volunteer ³	Total
5 to 9.....	0	1	7	8
10 to 14.....	5	3	4	12
15 to 19.....	5	4	0	9
20 to 24.....	0	0	3	3
25 or more.....	3	0	2	5

¹Thirteen reporting.

²Eight reporting.

³Sixteen reporting.

Table 18—Directors elected/appointed

Method	Full-time ¹	Part-time ²	Volunteer ³	Total
Elected.....	8	7	9	24
Split—elected and appointed.....	5	1	4	10
Appointed.....	0	0	3	3

¹Thirteen reporting.

²Eight reporting.

³Sixteen reporting.

Basis of Board Member Election

Much variation exists in election of council directors (table 19). As councils move from volunteer and part-time to full-time secretaries, they move away from strictly statewide election to nomination either on a district or family-of-cooperatives basis or a combination of these.

Only four councils with full-time secretaries vote for directors strictly on a statewide basis. Basis for election of directors in other councils with full-time secretaries include district and family consideration with statewide voting or confirmation; voting in the district only; and adhering to district voting, with an associate member selecting a director. In a variation, one votes on 80 percent of directors statewide, and those directors select the remaining 20 percent. A second nominates in the district, votes statewide, but provides for regionals to appoint their board members. A third nominates and elects local directors by districts, and regionals appoint their director. A fourth nominates about 40 percent by districts and 60 percent statewide on a functional basis, specifying only delegates vote in the State convention.

Election of directors in councils with part-time and volunteer secretaries is much simpler—statewide; or statewide, considering districts or families of cooperatives; by districts; or by family. Two councils with small memberships have members select their own director.

Table 19—Basis of board member elections

Basis	Full-time ¹	Part-time ²	Volunteer ³	Total
Statewide.....	4	4	7	15
Statewide with district or family considered	3	4	4	11
District or family.....	3	0	0	3
Each member selected.	0	0	2	2
Appointed	0	0	3	3
Variations.....	3	0	1	4

¹Thirteen reporting.

²Eight reporting.

³Seventeen reporting.

Directors Elected per Member

Six councils with full-time secretaries and 10 councils with volunteer secretaries (table 20) have no bylaw provision prohibiting more than one director to be elected from a member association. However, in practice, the election of more than one director from a cooperative member occurs far less frequently. The remaining 22 councils, including all with part-time secretaries, do not permit more than one director to be elected per member.

One council with volunteer secretary and limited membership stipulates each member select two persons to serve as directors.

Director Terms of Service

Terms of service for directors vary from 1 to 3 years. Part-time and voluntary-secretary councils electing directors do so predominantly for a 3-year rotating term. Councils with full-time secretaries are almost evenly divided between 1- and 3-year terms for elected directors except two with 2-year terms. No pattern is evident on length of term for appointed directors, but five councils with voluntary secretaries provide for 1-year terms. One committee with a volunteer secretary has open-ended director appointments.

Director Positions Held by Representatives of Associations

Council bylaws and director positions held by representatives of various associations were checked (table 21). Regional and interregional cooperatives had members on 10 councils with full-time secretaries, all 8 councils with part-time secretaries, and 13 councils with volunteer secretaries. Smaller numbers of councils reported financial or farm credit members as directors. As councils moved from committee status to the volunteer secretary group and from this to part-time and full-time secretary groups, there is less likelihood of having trade association or farm organization members either elected or appointed to boards of directors.

Table 20—Councils with more than one director per member

Close up	Full-time ¹	Part-time ²	Volunteer ³	Total
Yes	6	0	10	16
No	7	8	7	22

¹Thirteen reporting.

²Eight reporting.

³Seventeen reporting.

Director Eligibility Requirements

Most council bylaws provide that directors be delegates, designates, representatives, appointees, or certified by a member in good standing. Other restrictions are often imposed on directors such as requiring them to be member-producers, director-producers, or managers; represent a commodity, a family of cooperatives, a district or other location in the State; and one and two directors per member. Some councils require at least one young farmer among them.

Frequency of Board Meetings

Most boards of directors meet quarterly, with many on call as necessary (table 22). Frequency of meetings tends to increase as councils move from voluntary to part-time and particularly to full-time secretaries. One full-time secretary reported monthly board meetings.

Frequency of Contact with Directors

Telephone calls, form letters, personal letters, and personal visits, are used by council secretaries to contact directors.

Telephoning varied from once a year in councils with voluntary secretaries to four times a week in councils with full-time secretaries. Sending form letters varied from as needed to once a week. Visits varied from seldom, to when in the area, to 200 a year, and sometimes once a week. One council sends news clippings about twice a month. Each method of communication generally increased with increased council program

Table 21—Director positions held by representatives of associations

Type	Full-time ¹	Part-time ²	Volunteer ³
Regional and	10 with	8 with	13 with
interregional	1 to 44	1 to 4	1 to 9
Financial.....	8 with	5 with	9 with
	1 to 10	1 to 6	1 to 5
Trade associations.....	2 with	1 with	7 with
	1 to 2	1	1 to 4
Farm organizations.....	1 with	1 with	4 with
	1	3	1 to 2

¹Thirteen reporting.

²Eight reporting.

³Thirteen reporting.

activity. Full-time secretaries and most part-time secretaries indicate increased contacts when the State legislature is in session.

Director Expense

The majority, 27 councils, reported no remuneration to directors (table 23). One council with a part-time secretary and three councils with volunteer secretaries provide a meal for directors. Five full-time councils pay directors a fixed rate or per diem and mileage. One full time council pays directors mileage only. Directors who receive no remuneration either charge their expense to the cooperative they represent or bear the expense themselves.

Director Recommendations

Councils with bylaw provisions for appointment of directors should move prudently to change bylaws to provide for nomination and election of directors by member cooperatives, affording member involvement and control.

Table 22—Frequency of board meetings

Interval	Full-time ¹	Part-time ²	Volunteer ³	Total
Monthly	1	0	0	1
Quarterly.....	12	5	10	27
3 to 5 times a year.....	0	2	1	3
Semiannually and annually	0	0	4	4
On call	0	1	1	2

¹Thirteen reporting.

²Eight reporting.

³Sixteen reporting.

Table 23—Director expenses

Remuneration	Full-time ¹	Part-time ²	Volunteer ³	Total
None	7	7	13	27
Meals	0	1	3	4
Fixed rate or per diem and mileage.....	5	0	0	5
Mileage only.....	1	0	0	1

¹Thirteen reporting.

²Eight reporting.

³Sixteen reporting.

Traditionally, boards of directors have been elected by member associations on a statewide basis. Bylaw provisions should be established to ensure representation of all cooperative family groups (major components of the cooperative community) on the board of directors.

Bylaws allowing each member to select a director either limit council membership or cause the board of directors to grow unmanageably large as membership grows. Councils permitting more than one director per cooperative, especially with a mix of regionals and locals, can expect problems. These should be corrected now.

The 8 councils with 20 or more directors undoubtedly have reasons for large numbers. However, consideration must be given to board size in transacting business, obtaining meeting space, increasing cost of transportation to the member cooperative association or council, and taking time from member cooperative work for council work. First consideration should be to limit council board membership to no more than 19 members, preferably 15. If more than 15 directors must serve, an executive committee must perform many board functions. Directors removed by limiting board size can be used more effectively on committees.

Councils with directors elected for 1- or 2-year terms should establish a 3-year term, with one-third elected each year to stabilize the board.

Councils limiting length of service of directors by age are not complying with EEO regulations and should eliminate this bylaw provision. While there is little indication of need to limit director length of service, councils can provide for three or four 3-year terms, with eligibility restored after a minimum of 1 year off the board.

Director eligibility should be restricted to legitimate representatives of bona fide cooperative member associations.

Boards of directors should meet at least quarterly to intensify activities and maintain control as member-elected representatives.

POLITICAL AND LEGISLATIVE ACTIVITY

For purposes of this report, political activity is defined as any activity designed to directly influence the outcome of an election or the positions or strategies of a political party following any election. Legislative activity is defined as including any nonpolitical activity designed to change, prevent change, or otherwise influence the laws or regulations at Federal, State, or local levels of jurisdiction.

Political Activity

The survey indicated little political activity by State councils. No council with a volunteer secretary indicated political involvement on either State or national level. Only one council with a part-time secretary showed political involvement by endorsing candidates for State office.

Councils with full-time secretaries showed a slightly higher level of political involvement. Two councils provide information to develop party platforms on both State and national levels. One council provides voting records of State and national officeholders, if requested. Another endorses candidates for national office. Another makes campaign contributions to opposing candidates for State offices as an investment in goodwill. Nine indicated no political involvement.

Five secretaries indicated some degree of personal involvement in State politics, and four indicated a political action committee (P.A.C.). Two part-time secretary councils operate P.A.C.'s. Three full-time secretary councils have P.A.C.'s or are starting them. One full-time secretary council is considering forming a P.A.C., and one formerly operated a P.A.C. but found it unworkable.

Political Activity Recommendations

As a council's legislative involvement increases, so does the difficulty of staying out of politics. Councils must be careful to stay within the legislative-political bounds established by their membership.

Whether or not councils are involved in political activity, council members should be encouraged to participate, particularly in an issue-oriented, nonpartisan way. Councils should avoid alignment with a single political party.

Council secretaries involved in political activities as private citizens should ensure their personal involvement does not jeopardize their effectiveness in representing their councils in legislative arenas.

Councils considering starting a P.A.C. should consult other State councils and other association groups on effectiveness and workability of a P.A.C. Councils should determine how effective P.A.C. funds would be in accomplishing council goals such as improving legislative communications and activism among members.

Legislative Activity

Thirty-one of the 38 State councils participate in State or national legislative processes. All councils with full-time secretaries, 6 with part-time secretaries, and 12 with volunteer secretaries indicated some form of legislative involvement; however, the form and extent of their activities vary greatly.

Twenty-one councils—10 with full-time, 6 with part-time, and 5 with volunteer secretaries—have established legislative committees to deal with all legislative issues. Two councils with full-time secretaries formed special committees to handle legislative activities in specific problem areas. Two councils without legislative committees indicated their executive committee served that purpose.

Council secretaries were asked to indicate types of involvement their councils had in the legislative processes at State and national levels. Responses are shown in table 24 for State level involvement and table 25 for national-level involvement.

At the State level, keeping members abreast of legislative developments was the most often mentioned form of council legislative involvement.

Table 24—Types of participation in State legislative process¹

Type of participation	Full-time ²	Part-time ³	Volunteer ⁴	Total
Informing members of pending bills.....	13	5	10	28
Advising elected officials.....	12	6	7	25
Testifying at hearings.....	13	4	6	23
Inviting elected officials to annual meeting	11	4	6	21
Formulating legislation.....	11	5	2	18
Organizing write-in/call-in campaigns.....	13	1	3	17
Legal interpreting and advising	10	2	4	16
Organizing member meetings with officials.....	11	2	1	14

¹Number of times type of participation was mentioned.

²Thirteen reporting.

³Eight reporting.

⁴Thirteen reporting.

Also frequently mentioned were advising elected officials, testifying at hearings, and inviting elected officials to annual meetings. Councils with full-time secretaries are, as a rule, considerably more involved in all types of legislative participation.

At the national level, the most frequently mentioned form of legislative participation was supporting and providing input to the National Council of Farmer Cooperatives. Keeping members informed on pending bills and having direct contact with elected officials were the second and third most frequently mentioned methods of participation in the national-level legislative process. As at the State level, councils with full-time secretaries appear more involved in national-level legislative processes.

Survey responses do not indicate any great differences in the pattern of legislative involvement among the three council groups. Councils with part-time secretaries are slightly more likely to be involved in State-level legislation than councils with volunteer secretaries, while both groups appear equally likely to be involved at the national level.

Table 25—Participation in the national legislative processes¹

Type of participation	Full-time ²	Part-time ³	Volunteer ⁴	Total
Supporting NCFC.....	13	5	9	27
Informing members of pending bills	13	4	6	23
Directing contact with elected officials.....	13	4	3	20
Supporting CLUSA	7	1	7	15
Organizing write-in/call-in campaigns.....	11	1	2	14
Testifying at hearings.....	10	2	1	13
Organizing member meetings with elected officials in State	8	0	2	10
Legal interpreting and advising	9	0	1	10
Organizing cooperative leader meetings with elected officials in Washington.....	8	0	2	10

¹Number of times type of participation was mentioned.

²Thirteen reporting.

³Eight reporting.

⁴Thirteen reporting.

Secretaries were asked to state types of legislative activity they felt most effective in accomplishing their councils' objectives. Responses are shown in table 26. Most frequently mentioned were personal contact by council representatives and council members, monitoring legislative activities, and keeping members informed.

Secretaries were asked to report individuals or organizations essential to providing lobbying assistance when their councils needed help with legislative services. Responses were primarily from councils with volunteer secretaries (appendix table A). Most frequently mentioned were regionals and other cooperatives, the Farm Bureau, various agricultural councils, and rural electricians.

Legislative Impact

One measure of the legislative impact of State cooperative councils may be the number of substantive changes in cooperative incorporation statutes in the various States⁷. While councils may not be solely responsible for all changes in cooperative incorporation statutes, they can be expected to be prime movers in making legislative improvements, clarifications, and introductions.

⁷Substantive changes encompass any change in the organizational or operational aspects of the cooperative corporation.

Table 26—Most effective legislative activities¹

Activity	Full-time ²	Part-time ³	Volunteer ⁴	Total
Council secretary				
contacting members	8	2	3	13
Monitoring and				
informing members.....	5	2	0	7
Member contacting				
council secretary	7	0	0	7
Testifying at hearings	2	1	0	3
Letter/call-in campaigning	2	0	1	3
Dealing with co-op				
issues only.....	2	0	0	2
Taking legislative				
positions	0	0	1	1

¹Number of times each activity was mentioned.

²Thirteen reporting.

³Five reporting.

⁴Five reporting.

Table 27 summarizes the substantive changes in State cooperative incorporation statutes from 1968 to 1978, grouped by whether the State had a council and the type of secretary the council had. While the presence of a council in a State is not necessary for it to adopt statute changes, the likelihood of change is much greater in States with councils. It should be noted that not all 251 statute changes may be viewed as favorable to cooperatives, however, most are at least neutral and many represent improvements in laws from the cooperative viewpoint.

States having councils with full-time secretaries had 112 substantive changes and an average of 8.6 changes per State. States with part-time council secretaries and those with volunteer council secretaries, respectively, had between 35 and 80 changes averaging 4.4 and 4.7 changes per State. The 12 States without councils had only 24 statute changes, for a 2.0 average. Thus, the presence of a State cooperative council, its level of legislative activity, and the degree to which State cooperative incorporation statutes are changed appear related.

Legislative Activity Recommendations

The demands on State cooperative councils to perform legislative services for their members will grow in the 1980's. Councils need to review their full legislative programs to ensure they will adequately handle the council's direct responsibility for State legislative activity and their important role in communicating their members' positions on national legislative issues through national cooperative organizations.

Many States need to establish workable methods of setting council positions on legislative issues. State councils without a formal legislative committee should consider forming one. Procedures for establishing council positions should be flexible enough to allow positions on

Table 27—Changes in cooperative incorporation statutes, 1968-1978¹

Secretary status	States with changes	States with no changes	Number of substantive changes	Changes per State
Full-time	13	0	112	8.6
Part-time	6	2	35	4.4
Volunteer	13	4	80	4.7
No council	8	4	24	2.0
Total	40	10	251	5.0

¹Compiled by Dennis P. Smith, CMD, Agricultural Cooperative Service.

appropriate issues while excluding those not backed by a substantial portion of the membership.

State councils should examine the adequacy of State laws directly affecting cooperative organizations and associations to determine where changes might be needed. They should establish specific legislative goals and priorities and determine guidelines and strategies for carrying out the councils' legislative thrusts.

Many States need an improved system to channel member responses to calls for legislative help. This system could be created by designating one director or representative from each member association as the legislative response contact. The contact would rally cooperative members to write or visit legislators in rapid response to calls for constituent opinions on specific items. The system's success would depend on continued cooperation by designated member contacts. This system should be reserved for special occasions and will not work very well if it is used too often.

Efforts should be made to increase and strengthen relationships with lobbying groups having parallel legislative interests. Education of these groups as well as of traditional opponents has proved useful in some States; however, councils should avoid excessive involvement in issues that merely affect cooperatives indirectly. Instead, they should practice judicious use of legislative leverage.

Councils with part-time and volunteer secretaries particularly need to establish legislative programs. Their member associations need to increase involvement in all aspects of the legislative program. Councils whose executive secretaries have potential conflicts of interest prohibiting legislative efforts should make certain the legislative interests of member associations are being well represented elsewhere through employed lobbyists, State committees, or other dependable associations.

During the 1980's, improved coordination and communication on national issues will be needed between State councils and national cooperative associations. State councils, in conjunction with regional cooperatives, will become increasingly responsible for organizing grass-roots responses to national issues.

The role of State councils in articulating and transmitting their members' views on national issues through national cooperative associations will become more essential. In this capacity, the councils must make special effort to communicate opinions of local associations without direct ties to national cooperative organizations.

EDUCATIONAL PROGRAMS

Council educational programs concerning cooperatives were found to be as varied as the States and councils themselves (table 28). Requirements for many educational programs for youth and adults appear to depend on traditional beliefs. A big change is that young farm couple programs have increased remarkably since the 1968 study.

Programs in all three types of councils varied from 1 or 2 program offerings to some with 10 to 20 or more. They vary more within than among types of councils. Many programs are in partnership with the State extension service, State departments of education, the district Farm Credit Banks, regional cooperatives, or others. The ultimate goal of these educational programs is to ensure the long-term future of the cooperative method of conducting business.

Youth Programs

Youth programs are universal among cooperatives, with 37 councils participating. Most programs culminate in selected youth going to the National Institute on Cooperative Education (NICE). Youth arrive at the NICE program with great differences in understanding of cooperative principles, practices, and operations. More variation in youth programs exists within than among each group of councils.

Youth Institutes, Conferences, and Camps. Twenty State councils—seven with full-time, six with part-time, and seven with volunteer secretaries—are involved in conducting youth institutes, conferences, or camps that vary from 2 days to a week in length. These structured programs may be for youth of one State or may include youth from a multistate organization. They are held most often as a separate entity but, in some instances, are conducted with another program, such as a council annual meeting or a specified statewide youth conference. Many programs are offered to youth in all youth organizations. Some are limited to three, two, or even one youth organization, when held in conjunction with a particular youth organization annual State meeting. When programs are limited to certain youth organizations, they are more likely to be FFA, 4-H and FHA. Youth involved generally range in age from 14 to 19 years.

The major thrust of youth programs is to provide basic cooperative information on organization, principles, practices, and operations in the State or multistate group. Several programs include a miniservice cooperative

Table 28—Educational programs

Program	Full-time ¹	Part-time ²	Volunteer ³	Total
Youth.....	13	8	16	37
Future Farmers of America.....	12	8	15	35
4-H Clubs.....	10	8	13	31
Future Homemakers of America.....	4	4	6	14
Distributive Education Clubs of America.....	4	4	3	11
16 other youth organizations ⁴	5	5	4	14
Young farmers and young farm couples.....	9	7	11	27
Adult education programs.....	12	8	13	33
Cooperative directors.....	12	5	8	25
Cooperative managers.....	12	5	7	24
Cooperative employees.....	5	3	2	10
Women's groups.....	3	3	2	8
Minority groups.....	0	0	0	0
General public and special programs ⁵	5	3	1	9
Educators.....	11	7	11	29
Colleges and universities.....	11	7	9	27
Technical institutes/ community colleges.....	6	1	3	10
Vo-Ag teachers and Extension agents.....	8	5	5	18

¹Thirteen reporting.

²Eight reporting.

³Sixteen reporting.

⁴Other youth groups: American Farm Bureau, Boy Scouts, Campfire Girls, Chapter Presidents, Cooperative Art, Dairy, Future Teachers Association, Future Business Leaders of America, Girl Scouts, Grange, National Junior Horticultural Association, National Farmers Union, National Rural Electric Cooperative Association, National Turkey Federation, Office Education Association, and Vocational Industrial Clubs of America.

⁵Special programs: Attorneys-law-legal, auditors-finance, bookkeepers, contact skills-communications, dairy plant supervisors, grain marketing, publications, and time control.

organization and operation as a teaching tool. Those including information on the American private competitive enterprise system feel youth obtain a greater understanding of cooperatives. Staff for these programs may include the council secretary; council educator; personnel from university extension service, vocational agriculture, regional cooperatives, statewide rural electrics, and Farm Credit Banks; State officials; and others interested in cooperative endeavors.

Other Youth Programs on Cooperatives. Other youth programs on cooperatives are conducted with success. These most often include illustrated talks or demonstrations, public speaking, and having youth write essays or visit and write essays on cooperatives in the American private competitive enterprise system.

The councils provide information for the program; furnish materials, information, and educational aids on cooperatives; and establish awards such as a trip to NICE and sometimes cash. FFA and 4-H are more often involved.

Some States conduct a co-op quiz. These may be separate programs, or conducted in conjunction with an institute, conference, or camp. The award is usually a trip to NICE. One State conducts a marketing contest at the high school level. This includes providing reading material for courses followed by a test. Some States sponsor FFA chapter contests on cooperatives. For the FFA chapter with the best cooperative activities program in the State, the award is usually a trip to NICE. The adviser and one to three officers may make this trip. Some States sponsor a series of 1-day district youth institutes on cooperatives. These may be held as a separate entity and may conclude with a quiz to select youth to attend the statewide program on cooperatives.

Materials used in these programs come from five major sources—councils themselves; land-grant university, extension service and State vocational agriculture departments; regional cooperatives; American Institute of Cooperation; and Agricultural Cooperative Service, USDA. A key effort by some councils is to provide cooperative educational material in kits to teachers.

Other Youth Programs Sponsored. A few councils are involved in sponsoring commodity programs, college or university scholarships, certain groups of statewide youth organization officers, and other programs. Information indicates cooperative principles, practices, or philosophy are not included in requirements for sponsorship.

Young Farmers and Young Farm Couples

Twenty-seven councils—9 with full-time, 7 with part-time, and 11 with volunteer secretaries—are in some way involved in sponsoring or conducting cooperative education programs for young farmers and young farm couples.

In 1968, councils were just beginning to realize the growing influence of young farmers and homemakers and the importance of involving them in cooperative programs and organizations.

Seventeen councils are either conducting their own or working with their multistate organization in conducting young farmer and young farm couple programs on cooperatives. Ten other councils sponsor young farm couples to NICE or work with State young farmer organizations. Councils sponsoring State young farmer organizations, reveal a limited requirement, or none at all, for an educational program on cooperative principles and practices.

Young Farm Couples Conferences. Council secretaries report young farm couple conferences are one of the more rewarding programs. The couples are established farmers or potential cooperative leaders, and results can be noted early in increased patronage of cooperatives. Because young couples want discussion with decisionmakers, conferences serve a second useful purpose by providing cooperative leaders pertinent grassroots feedback helpful in determining and developing services young farmers desire.

Most couples programs have started as 1-day affairs, noon-to-noon, usually with about 24 couples. The programs provide reasonable amounts of basic cooperative information and quickly move to smaller discussion groups with the decisionmakers. Discussion groups usually involve cooperative marketing, purchasing, electric, and finance. Where there is a heavy concentration of one enterprise, dairy for example, a discussion group may be established for it. As groups are rotated, participants have opportunity to learn about their own cooperatives and other cooperatives in the State. Couple leaders are selected to help plan the next year's program. As councils have learned more about operating these programs, some have increased to 2 and 2-1/2 days. Council secretaries report cooperative leadership has developed with the growth of these programs. Decisionmakers request continuing participation.

Adult Education

Thirty-three councils—12 with full-time, 8 with part-time, and 13 with volunteer secretaries—report some type of educational involvement with adults.

Since 1968, regional cooperatives, Farm Credit Banks, and statewide electrics have greatly expanded training programs for directors, managers, and employees. These programs are geared for specific organizations and often eliminate cooperative philosophy, principles, and practices.

Director, Manager, and Employee Training. However, joint programs exist for directors, managers and employees. Many are 1- or 2- day workshops. Some are taken to the people in district meetings throughout the State.

Other programs are held in conjunction with annual meetings or Cooperative Month programs. Some councils conduct director-manager-employee programs only on request. Some councils are using their multi-state organization for these efforts. Nine councils conduct joint programs for the three groups.

Director meetings on single topics in current issues are reported helpful, including government rules and regulations, legal responsibilities, inflation, credit, finance, equity, energy, program development, management practices, liability, goals, policy, duties, skills and others. Some States using the one-topic meeting may repeat the program in six to eight locations.

Council involvement in regional director workshops varies more widely within than among types of councils. Although some States may have no workshop for directors of regional cooperatives, others may have 8, 10, or 12. Some workshops are conducted only on request, varying from year to year. Although some workshops are conducted by the council alone, others involve extension agents, university research and teaching staff, out-of-State personnel, or others.

Director Certification. While director workshops and institutes are not a new concept, director certification is relatively new. Four State councils conduct director certification programs, and a fifth is considering it.

The programs are unique, because they are aimed at one of cooperatives' most pressing problems, namely, making directors aware of their responsibilities and motivating them to exercise their leadership prerogatives.

In most States, three strategic groups are involved as cosponsors, the council, the State extension service, and the district Farm Credit Bank. Coordination of the program depends on State circumstances.

Some States provide three 2-day workshops in totally independent units that can be taken in any sequence. Other States provide units that build on each other and must be taken in sequence. Certification usually takes 6 days. Sessions may involve the manager and directors of one or several cooperatives. The most successful are limited to 20 to 30 participants.

Employee Training. Nine councils report some employee training. Training sessions are offered on a statewide basis on cooperative principles and practices, on specific subjects, and often on a specific topic requested by a member cooperative. Employee training programs include accounting, bookkeeping, communication skills, cooperative philosophy, leadership, law, marketing, supervisors' time coordination, and other special interests. Most regional cooperatives prefer training their own employees or having specialized courses conducted for them.

Women's Programs. Women have become more active in cooperative operations since the last study. Separate women's programs have spread from four to eight councils. However, other councils have invited women to participate in all meetings. Programs examined indicate information provided jointly is generally more substantive, concerning cooperative principles, practices, operations, and responsibilities, than those presented to women in a separate group.

Work With Educators

Work in education includes promoting courses and research on cooperatives in land-grant and other universities, postsecondary schools, and with other teachers and extension agents.

Land-Grant University Courses and Research. A recent analysis was made of the teaching, research, and extension activities of cooperatives at land-grant universities. This analysis was applied to the three types of councils in comparison with States with no councils (table 29 and figure 3). While the analysis showed much more could be done, States with councils showed a markedly higher percentage of cooperative courses, portions of courses devoted to cooperatives, and research on cooperatives than States with no council.

Fifty percent of States with councils had courses on cooperatives—States with full-time secretaries, 46 percent; those with part-time secretaries, 50

Figure 3

Courses and Research on Cooperatives in Land-Grant Universities

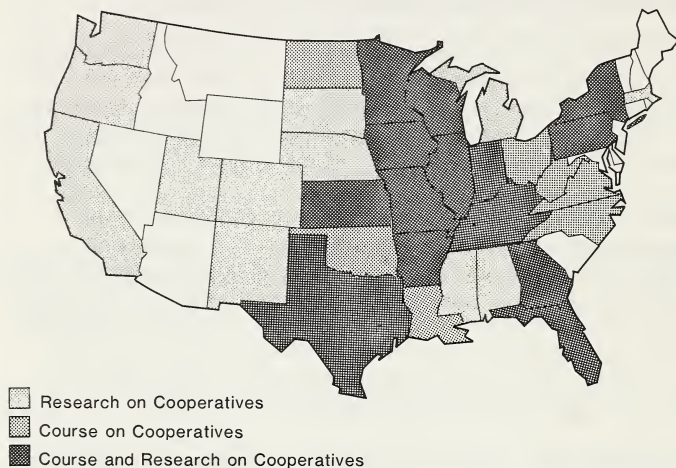


Table 29—Courses and research on co-ops in land-grant universities¹

Type of council	Percentage of States 1978-79		
	Course on cooperatives	Portion of course(s) devoted to cooperatives	Research devoted to cooperatives
Full-time	46	85	85
Part-time	50	100	62
Volunteer	53	94	53
No cooperative council	17	75	25

¹ *Cooperative Education Analysis of Upper Midwest State*. Thomas P. Schomish and Randall E. Torgerson. 62 pp. Agricultural Cooperative Service, U.S. Department of Agriculture. 1978. *Cooperative Education Analysis of Northeast and North Central States*. Thomas P. Schomish. 59 pp. Cooperative Management Division, Agricultural Cooperative Service, U.S. Department of Agriculture. 1979. *Cooperative Programs of Land-Grant Universities in 14 Southeastern and South Central States*. Martin A. Abrahamsen. 63 pp. Cooperative Management Division, Agricultural Cooperative Service, U.S. Department of Agriculture. 1980. *Education Concerning Cooperatives by Land Grant Universities in the 13 Western States 1978-1979 Academic Year*. Clinton B. Reeder. 44 pp. Cooperative Management Division, Agricultural Cooperative Service, U.S. Department of Agriculture. 1980.

percent; and those with volunteer secretaries, 53 percent. Seventeen percent of States with no cooperative council had courses.

Ninety percent of States with councils had a portion of courses devoted to cooperatives—States with full-time secretaries, 85 percent; those with part-time secretaries, 100 percent; and those with volunteer secretaries, 94 percent. States with no councils continued to lag, with 75 percent including cooperatives in some part of one or more courses.

About 66 percent of the States with councils had research efforts at land-grant universities devoted to cooperatives. States with full-time council secretaries had 85 percent of their land-grant universities devoting some efforts to cooperative research, while those with part-time and volunteer secretaries had relatively lower amounts of 62 and 53 percent, respectively. This is a marked advantage for States with full-time councils. Meanwhile, States with no councils were far behind, with only 25 percent of their research devoted to cooperatives.

Fifty-four percent of full-time council secretaries indicated work in advisory capacity with a land-grant university through a committee, as guest lecturer, or some other means. Part-time and volunteer secretaries' response to work with land-grant universities was insufficient to establish a relationship. This raises a question: How much council initiative exists to build a relationship with universities and to encourage and support new educational and research efforts to benefit cooperatives and their members?

Other Universities and Postsecondary Schools. States in each council classification are known to have cooperative courses taught in other universities and postsecondary schools. There is no indication of the number of States or institutions involved. Council secretaries in each classification were sporadic in their responses concerning involvement with these institutions. Those responding indicated they had helped in establishing, advising, supporting, providing material, and other means of working with these institutions.

Teachers and Extension Agents. Council secretaries in each classification reported work with teachers, most often vocational agriculture teachers, and extension agents concerning cooperatives. No universal method can be discerned from the reports. Programs included: a 4-day tour of cooperatives for 1.5 university credits; development of a teaching kit including text, teaching guide, and supplemental materials provided to teachers; involvement of extension agents in cooperative

meetings; vocational agriculture teacher luncheons and training meetings on cooperatives; half-day program on cooperatives for vocational agriculture teachers; a week-long joint institute for vocational agriculture teachers and extension agents with 1-hour university credit; 2-day extension agents' conference on cooperatives with continuing education credit; and various sponsorships and trips such as to the National Institute on Cooperative Education.

Sources for Materials and Ideas

Council secretaries obtain materials and ideas for educational programs, news releases, exhibits, newsletters, and advertising from a wide range of sources (table 30). Thirty or more councils obtain information from American Institute of Cooperation (AIC), Agricultural Cooperative Service, (ACS) National Council of Farmer Cooperatives (NCFC), regional cooperatives, and the Farm Credit System. Other major sources of materials and ideas were State extension service, other State councils, USDA Extension Service, Cooperative League of the USA (CLUSA), and farm organizations. Other sources were mentioned no more than three times.

Table 30—Sources for materials and ideas

Source	Full-time ¹	Part-time ²	Volunteer ³	Total
AIC	13	8	16	37
USDA-ACS	11	8	17	36
NCFC.....	12	8	14	34
Regionals	11	7	13	31
Farm Credit.....	11	7	12	30
State Extension	8	7	11	26
Other councils	9	5	6	20
USDA-SEA	3	5	10	18
CLUSA	8	0	8	16
Farm organizations	5	2	4	11
National Trade Organizations	3	0	0	3
ACDI	0	0	2	2

Others listed: Universities—3, accountants—2 and attorneys, banks outside the Farm Credit System, electric membership corporation, and self—1 each.

¹Thirteen reporting.

²Eight reporting.

³Sixteen reporting.

Education Recommendations

Education is considered a major function of all councils. Some councils have personnel to conduct more programs than others. However, personnel deficiencies can be overcome with active committees under the leadership of a vice president for education.

Where feasible, partnership sponsoring should be continued and expanded to reach as much of cooperative membership and general public as possible.

While many fine youth programs on cooperatives exist, the number of youth participating from the total population is small. Ever-increasing transportation cost is becoming a greater factor requiring annual reevaluation of program costs to involve larger numbers of youth.

Councils and educators working with cooperatives that do not have a State teaching guideline on cooperatives should either develop one, adapt one from another State, or use materials from Agricultural Cooperative Service. The youth program committee should ask member cooperatives to visit every high school at least once a year to encourage cooperative education. Teachers must be provided help or they will teach other material.

Councils that do not give special statewide cooperative instruction at institutes, conferences, camps, or other youth programs should consider the most feasible means of stimulating interest in their State. States holding statewide meetings may want to consider district meetings. States depending entirely on national meetings will find their funds will reach many more youth in State or district programs. All national youth organizations should be included in State programs on cooperatives. The prime objective must be to provide youth opportunity to learn about cooperative principles, practices, and philosophy.

Young farm couple conferences sponsored by each State council should receive top priority among educational programs on cooperatives. Councils that do not have their own program—not sponsorship of someone else's program or participation in a national program—should move to establish their own young farm couples' conference on cooperatives. The educational committee on young farm couples should provide reasonable amounts of basic cooperative information and quickly move to

smaller discussion groups with decisionmakers—the manager or chairman of the board—from the various families of cooperatives in the State to provide a broad program of cooperative understanding. Opportunities lie in involving young farmers and spouses in their cooperative and other cooperatives operating in the State, developing cooperative leadership capable of presenting educational programs, and providing grassroots feedback from these couples.

Nationally, director training has received much discussion and attention. The director certification programs have proved successful and should be investigated and planned.

Current issues or single-topic meetings should be explored at various locations in the State.

Women should be included in all parts of regular council education programs rather than being separated into special women's programs. This is essential for women to obtain the necessary information to understand cooperatives and for cooperatives to use their talents to the best advantage.

Cooperative employees are the contact persons with members. Employee training has many facets. The adult education committee should explore and conduct an employee training program on basic cooperative principles and practices. Skills workshops should be considered only at member cooperatives' request. This training is usually available through the public education system.

Postsecondary schools offer a potential for employee recruitment. The postsecondary and vocational education committee should obtain a listing of all such schools and systematically visit them to assure continuing or new educational information on cooperatives will be offered in some required course in economics, sociology, or social studies. Councils should provide information adapted to their State where available or the booklet "Understanding Your Cooperatives" available from Agricultural Cooperative Service, USDA, to assist teachers.

Cooperative education and research has a rich heritage in the land-grant universities. Because this historical foundation is severely eroded, the council executive and college and university committee have a responsibility to reverse this trend. This committee should meet at least annually with the head of the economics and sociology departments, head agricul-

tural education teacher trainers, and the deans of agriculture and education to stabilize courses, review cooperative research, and instigate new work in this area. The committee should have or obtain the expertise to provide counsel and guidance for the teaching and selection of research projects. Committee or staff members should be available and expertly prepare for teaching 1-hour class sessions on specified subjects the instructor asks them to discuss. They should provide input to help instructors make the courses more interesting and practical. Cooperatives must be prepared to offer employment to graduating students who have studied cooperatives.

Many agricultural teachers and extension agents failed to receive information on cooperatives in their academic program. The college and university committee should meet with the director of extension and head teacher trainer to arrange for a short course on cooperatives for teachers and extension agents. Arrangements for time, travel, subsistence, and continuing education credit are needed. The course should contain basic cooperative principles, practices, and operations. All families of cooperatives operating in the State should be included in the program. To be successful, the program must have administrative sanction and promotion for attendance.

Formation of new cooperatives may increase because of the National Consumer Cooperative Bank. Councils must make a decision whether to provide educational programs and assistance to these new cooperatives or permit someone else do it with the chance that much misinformation will prevail.

Coordination of educational programs with regional cooperatives, statewide rural electric associations, Farm Credit Banks, colleges, universities, State educators, and extension services will become increasingly important. The cooperative education job is too big for councils or any of these groups alone. State council education committees will have to expedite this interorganizational coordination.

Coordination of education programs on a multistate basis, through either formal or informal multistate organizations, may permit State councils to get more education value for their expenditures. Establishment of multistate education efforts could have the added benefit of involving cooperative leaders from adjacent States without cooperative councils and possibly stimulating the creation of councils or committees in these States.

MEMBER AND PUBLIC RELATIONS

Member Relations Activities

The primary function of member relations activities by State cooperative councils is keeping open the channels of communication among council staff, decisionmaking bodies, and council members. The council newsletter is the main vehicle for most State councils to keep members abreast of council activities, cooperative news, and other significant developments.

Thirty State councils publish at least one newsletter (table 31). Of the eight councils that do not publish a newsletter, seven had volunteer secretaries. Five councils—four with full-time secretaries, one with a part-time secretary—publish two newsletters, and three full-time secretary councils publish three or more newsletters.

Twenty-five councils publish their primary newsletter regularly, while the remaining five publish newsletters as the need arises (table 32). Most publication schedules were either monthly or quarterly. Councils with full-time secretaries publish newsletters more frequently, as expected, given the time requirement to prepare a newsletter.

Newsletter contents were found consistent among councils. Most councils' newsletters included program and meeting announcements, appointments, elections, and cooperative news. Several newsletters also included legislative news, articles, editorials, and farm and market news.

Newsletters published in addition to the priority newsletter usually involved legislative matters. Most legislative newsletters were published weekly or as needed while State legislatures were in session. Content of legislative newsletters was fairly standard, including reports of and disposition of particular legislative items and statements of positions taken by councils.

Two States with full-time secretaries published special editions of their regular newsletters for specific groups of members. These special editions included information on special events, business practices, and legislative news directly affecting specific member groups.

More than half the councils indicated they sent copies of their primary newsletters to groups or individuals other than members. No clear pattern of nonmember or noncooperative recipients was found. Most fre-

quently mentioned were schools and universities, other State councils, extension personnel, nonmember cooperatives, and legislators (appendix table B).

The survey revealed a second member-relations activity of considerably less significance—personal visits to member cooperative offices and facilities. Thirteen secretaries—ten full-time, one part-time, and two volunteer—indicated they made member visits a regular part of their schedule. Most remaining secretaries indicated while they visited member offices, the visits were infrequent or not part of a set visiting schedule. The three part-time or volunteer secretaries with set visiting goals tried to visit each member at least once a year. The 10 full-time secretaries with visitation goals tried to see from a fourth to all of their members each year.

Table 31—Number of newsletters

Number	Full-time ¹	Part-time ²	Volunteer ³	Total
0	0	1	7	8
1	6	6	10	22
2	4	1	0	5
3 or more.....	3	0	0	3

¹Thirteen reporting.

²Eight reporting.

³Seventeen reporting.

Table 32—Frequency of issue, primary newsletter

Frequency	Full-time ¹	Part-time ²	Volunteer ³	Total
Weekly	1	0	0	1
Semiweekly.....	2	0	0	2
Monthly	5	1	1	7
Bimonthly	3	1	2	6
Quarterly.....	1	3	1	5
Triannually	0	0	1	1
Semiannually	0	1	0	1
Annually	0	0	2	2
As needed.....	1	1	3	5

¹Thirteen reporting.

²Seven reporting.

³Ten reporting.

Member annual meetings appear to be frequent occasions for visits by council secretaries. One full-time secretary stated members were visited when a new manager started. Two part-time secretaries visited members in conjunction with their other occupation. One full-time secretary pointed out the usefulness of a Wide-Area Telephone Service line to supplement personal visits.

Several secretaries mentioned lack of time and money for travel as a severe constraint on their ability to visit member cooperatives. While most frequently mentioned by part-time and volunteer council secretaries, this constraint also appeared to be imposed on many full-time secretaries.

Public Relations Activities

Public relations was an important activity for many councils (table 33). By far, the most commonly used public relations mechanisms were news releases, Cooperative Month activities and speeches, followed by exhibits and TV or radio appearances. The only clear differences in public relations efforts among councils was greater use of exhibits by those with part-time secretaries and larger programs and greater media consciousness by those with full-time secretaries.

Councils issued news releases most frequently to announce meetings or elections (appendix table C). Program and program participants, Coopera-

Table 33—Public relations activities

Activity	Full-time ¹	Part-time ¹	Volunteer ¹	Total
News releases.....	12	5	8	25
Cooperative Month.....	10	4	10	24
Speeches	13	5	5	23
Exhibits.....	6	7	1	14
TV/radio appear- ances.....	9	1	1	11
Speaker bureau.....	5	1	1	7
Print media ads	5	0	0	5
TV/radio ads.....	4	0	0	4
School materials.....	1	1	1	3
Charity support/ sponsorship.....	2	0	0	2

¹Number of times each activity was mentioned with 13 full-time, 8 part-time, and 16 volunteer secretary councils reporting.

tive Month, and the role of cooperatives were also mentioned frequently as news release subjects. The notable differences in content among types of councils was the greater use of news releases by councils with full-time secretaries for announcing meetings, elections, and legislative positions. Councils with volunteer secretaries tended to use news releases more frequently to announce youth programs and participants and to generate publicity for Cooperative Month.

Cooperative Month activities most frequently mentioned were governors' proclamations and associated events; providing ads, ad materials, and other promotional materials; issuing news releases; and special events such as dinners or contests (table 34). Twelve councils failed to indicate any Cooperative Month activities.

Public speaking was the third most frequently used public relations activity, although much of it might be better classified as member relations. Full-time council secretaries spoke most often to various groups. The most common audiences for secretarial speeches were cooperative members at their annual meetings, civic groups and service clubs, and farmers and farm organizations (appendix table D). Topics most frequently considered in speeches were the role of cooperatives, legislation, and operating techniques and problems, (appendix table E).

Fourteen councils indicated they showed special exhibits periodically. Ten reported the most common display areas were at cooperative annual meetings, conventions, and areas where young people could view them, such as schools, AIC events, or youth programs (appendix table F).

Table 34—Cooperative Month activities

Activity	Full-time ¹	Part-time ²	Volunteer ³	Total
Governor's proclamation	8	2	7	17
Ads/ad packages	6	2	4	12
News releases.....	2	1	5	8
Special events.....	3	3	2	8
Promotional materials.....	3	1	2	6
Encouragement of members	5	0	2	7
Speeches.....	1	0	1	2
Exhibits	0	1	0	1
Nothing or no response.....	2	4	6	12

¹Eleven reporting.

²Four reporting.

³Eleven reporting.

Eight councils indicated they considered target audiences in their advertising efforts and media appearances (appendix table G). Target audiences were primarily farm or rural; however, one council aimed for urban audiences, and two tried to reach both urban and rural audiences.

Eighteen councils publish a directory of cooperatives in their States. Another two indicated directories are published by other organizations or cooperatives in their State. Nine of the 18 published directories on an annual basis, 6 published only when substantial changes warranted a new directory, and the remaining 3 published on a regular schedule, but in excess of 1 year (appendix table H).

Member and Public Relations Recommendations

Councils not publishing a newsletter should consider at least a small-scale update on current activities.

All councils should include all other State councils on their mailing lists, as an investment in interstate and interregional communications.

Speeches should focus on topics with which each individual secretary is most comfortable; however, more time should be donated to cooperative philosophy and principles.

Increased use of exhibits, particularly at schools and other youth-oriented places, should be considered. Exhibits could be produced as one of the councils' youth program activities in individual or group competitions.

States without cooperative directories should get one published, either by the council, universities, State extension, or other State offices or organizations. Directories are useful for recruiting and contacting members, referring of public information and service requests, and assuring inclusion of all cooperatives in ACS statistics.

MULTISTATE ORGANIZATIONS

Involvement in 1968 in multistate organizations by State councils consisted of three informal committees—Tri-State in the New Orleans Farm Credit Bank District, Northwest in the Spokane Farm Credit Bank District, and the Pennsylvania Association of Farmer Cooperatives Youth Institute. The number of multistate committee organizations has increased to eight, with one that is incorporated. The number of State councils involved has increased from 11 to 24 (table 35).

The only failure of a multistate organization was one attempted by New Jersey, New York, and Pennsylvania. This committee was organized too much from the top and lacked cooperative support.

Areas Covered

Current multistate organizations (figures 4 and 5) are:

- Tri-State Committee for Cooperative Research and Education covering Alabama, Mississippi, and Louisiana.
- Four-State Committee for Cooperative Research and Education covering Florida, Georgia, North Carolina, and South Carolina.
- Five-State Committee for Cooperative Research and Education, covering Delaware, Maryland, Pennsylvania, Virginia, and West Virginia.
- Northeast Committee for Cooperative Research and Education, covering Maine, New York, and Vermont, where councils exist, and eventually the other New England States.
- Tri-State Cooperative Educational Institute covering Illinois, Iowa, and Wisconsin.
- Executive Institute for Northwest Cooperatives, covering Idaho, Montana, Oregon and Washington as incorporators of the only incorporated committee. Utah has worked with this group of States on an informal basis in previous years in annual meeting planning.
- PAFC Youth Institute Committee covering Delaware, New York, New Jersey and Pennsylvania.
- Iowa-Nebraska Committee for Certified Board Members.

West Virginia is the only State actively involved in multistate organizations without a council.

Table 35—Involvement in multistate organizations

Involved	Full-time ¹	Part-time ²	Volunteer ³	Total
Yes	6	8	10	24
No	7	0	7	14

¹Thirteen reporting.

²Eight reporting.

³Seventeen reporting.

Figure 4

Multistate Organizations

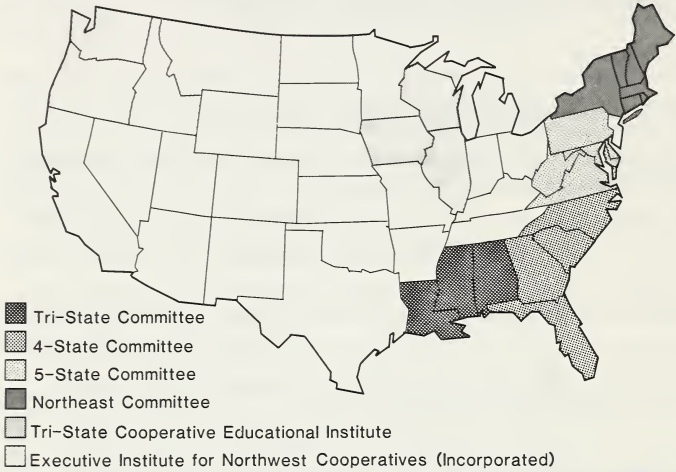
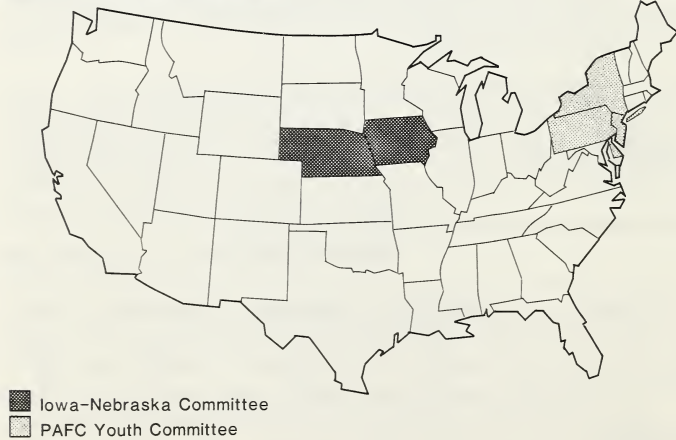


Figure 5

Multistate Organizations



Membership

All multistate organizations included the council secretary of the States involved. The Northwest committee is compound of the council secretaries of Idaho, Montana, Oregon, and Washington and the Spokane Bank for Cooperatives.

Informal multistate committee membership in descending number of times listed follow: State council executive officer, university extension specialist on cooperatives, district Farm Credit Banks, university instructor/researcher on cooperatives, regional cooperative, another member of the State council, State department of education, State rural electric association, and State department of agriculture.

Objectives

Objectives are basically to promote and coordinate cooperative education, programs, and research. These objectives are carried out through conducting various activities.

Programs in descending order of frequency included certification and other board-member training; manager training or institute; member and cooperative relations; youth programs and conferences; meetings; program and speaker coordination; and Eastern Member Relations Conference, AIC annual meeting, young farm couples' programs, employee training, financial training, executive institute, leadership institute, and vocational agriculture teacher training.

Listed once each were training programs for: university agricultural faculty, 4-H leaders, and extension agents.

Desirable Form

Thirty of 31 councils reporting indicated multistate organizations are desirable (table 36). They further agreed the multistate organization should not replace the State council. Decidedly, the most popular was an informal organization to coordinate communications, cooperative relations, education, research, and publications. One council added legislation to these activities. Nine council secretaries indicated a desire to incorporate. Two secretaries reported the multistate organization should be temporary. One secretary said no multistate organization is needed.

Activities

Council secretaries indicated the most appropriate activity for multistate organizations is to organize and conduct education and training programs (table 37). This is closely followed by stimulating and funding cooperative research and publishing cooperative relations, education, and other materials adapted to States involved. Few thought any of these activities was inappropriate.

A larger number, 14, thought the coordination of State legislative programs was not appropriate, while 6 thought multistate committee action in this area appropriate. Eleven secretaries supported establishing a regional position on national legislative issues, although eight did not believe this appropriate.

Table 36—Best form of multistate organization

	Full-time ¹	Part-time ²	Volunteer ³	Total
An informal organization with the purpose of coordinating communication, cooperative relations, education, research, and publications	7 ⁴	5	7	19
An incorporated organization providing legislative services only	3	1	1	5
An incorporated organization providing a limited set of services, such as training or education programs.....	1	1	2	4
A temporary organization formed to respond to a particular need and afterward abolished.....	2	0	0	2
No multistate organization or council.....	0	0	1	1
An incorporated organization replacing individual State organizations.....	0	0	0	0

¹Thirteen reporting.

²Seven reporting.

³Eleven reporting.

⁴One council added legislation.

Little multistate legislative involvement was indicated at the State level. Efforts have occurred at the national level through the National Council of Farmer Cooperatives.

Publications

Publications by multistate organizations cover the following cooperative subjects in descending order of times listed: member relations, business practices, principles, definitions and descriptions, financial practices, taxation, management techniques, directors, and youth training.

Publications by one multistate committee included all the above except youth training and outnumbered those published by any other group. This committee's cooperation in developing and printing publications accounts for its success.

Table 37—Appropriate activities of multistate organizations¹

Appropriate				Nonappropriate			
Full-time ²	Part-time ³	Volunteer ⁴	Total	Full-time	Part-time	Volunteer	Total
Organize and conduct cooperative education and training programs							
11	8	8	25	1	0	1	2
Stimulate and fund cooperative research							
11	6	5	22	0	0	1	1
Publish cooperative relations, educational and other materials adapted to the States involved							
9	5	7	21	2	1	0	3
Support State organization and general cooperative public relations activities							
6	6	4	16	4	0	1	5
Establish regional positions on national legislative issues							
8	1	2	11	3	2	3	8
Coordinate State legislative programs							
3	1	2	6	8	2	4	14

¹As reported by council secretaries.

²Twelve reporting.

³Eight reporting.

⁴Eleven reporting.

Unique Problems

States not involved in multistate organizations listed two unique problems more than once: Limited benefit because of diversity and regionals operating in the State.

They also listed each of these once as problem areas: cooperative education, legislation, youth program objectives, council organization, attitude, personality, State statutes, marketing, transportation, priorities of farm organizations, changing council objectives, limited funds, time, that some secretaries have no interest in participation, members would not permit using funds for other States, local control eroded, increased regional-local split, budgeting, benefits already achieved through the National Association of State Council Secretaries, and distance.

Potential Benefits

Secretaries listed three potential benefits from multistate cooperative organizations at least twice: new ideas, information sharing, and cost cutting. Other benefits were listed once: gaining expertise, using top State university leadership advantageously, disseminating information and education, gaining legislative clout, coordinating thrust, increasing education, expressing solidarity, developing wide-scale grain marketing compacts, gaining a superior operation, and sharing education and director/manager training.

Multistate Committees Recommendations

Multistate committees are recommended for organizing and conducting education and training programs and jointly developing and publishing material for States with common interests. These committees can also help States with no councils. They allow university and extension personnel to assist cooperatives in several States, increasing their value.

Legislative involvement is not believed helpful. Most legislation is passed at the State level, where councils are generally headquartered, or at the national level, where the National Council for Farmer Cooperatives (NCFC) is involved. NCFC can work with councils where area action is needed.

Most States involved in multistate activities have succeeded informally over a period of years. Since multistate committees are not designed to replace State council activities, careful consideration must be given before incorporating or establishing another layer of dues structure. Incorporation without dues structure on a nonprofit basis for handling educational fund programs may prove advantageous.

INTERORGANIZATIONAL RELATIONSHIPS

State cooperative council programs and activities are so intricately interwoven with those of other organizations, it is difficult to distinguish sponsorship, responsibility, and relationships. Councils have relationships with national trade associations (table 38); government organizations; land-grant universities, educational institutions, and their programs; State farm organizations; and many other State and local groups.

American Institute of Cooperation (AIC)

All full-time and part-time council secretaries reported membership in the American Institute of Cooperation. Thirteen volunteer secretaries reported membership.

About half the councils reported participating in the National Institute of Cooperative Education meeting, sponsoring youth to this program. Nine reported either membership or having a member on the board of trustees and two reported executive committee activities.

Other contacts with AIC reported in descending order were: sponsoring young farm couples, using personnel as speakers, serving on national consulting committees, hosting National Institute of Cooperative Education, consulting on educational matters, program planning and using visual materials. One council reported limited contacts with AIC.

Table 38—Membership in national cooperative associations

Association	Full-time ¹	Part-time ²	Volunteer ³
American Institute of Cooperation.....	13	8	13
Cooperative League of USA.....	8 ⁴	1	4 ⁵
National Council of Farmer Cooperatives.....	13	8	11

¹Thirteen reporting.

²Eight reporting.

³Thirteen reporting.

⁴Two pending.

⁵One pending.

Cooperative League of USA (CLUSA)

Eight councils with full-time secretaries report membership in CLUSA, while another reports indirect membership. One council with a part-time paid secretary reports membership. Four memberships are reported by councils with voluntary secretaries.

Primary contacts with CLUSA include gaining information on consumer cooperatives, agricultural cooperatives, and legislation; hearing meeting speakers; and obtaining other information. Two councils serve on the board. Reported once each are: committee service, use of films, and use of educational material.

National Council of Farmer Cooperatives (NCFC)

All councils with full-time and part-time paid secretaries report membership and legislative use of National Council of Farmer Cooperatives. Eleven councils with volunteer secretaries report membership, and all report some contact. In total, 32 councils are members of NCFC.

By far, the greatest uses of NCFC are for securing legislative information, the action bulletin, and other material.

Other contacts with NCFC in descending order of listing are: use of speakers, congressional contact (liaison, lobby), service on board of directors, information on cooperative issues, information on legal and tax issues, and service on committees.

Land-Grant Universities (Teaching and Research)

Most councils filling in this portion of the survey report some activity with land-grant universities. All full-time secretaries report working with the universities, and 7 part-time and 12 voluntary secretaries report some involvement. Of special note is the contract for educational services by a council with a part-time secretary and another with a voluntary secretary with their respective universities.

Most often reported was involvement in coordinating the course and research on cooperatives and serving on the university board or as liaison advisory. Other involvement in descending order of reporting are: general university support, joint work on manager/director workshops, use of teaching and research materials developed by the university, sponsorship of research projects, class instruction, use of university staff as program speakers, and use of university staff in council program develop-

ment. Listed once were: university staff chairing youth committee, university staff speaking at youth program, university staff providing feasibility study, and council lobbying in State legislature for university budget.

State Extension Service

Seven voluntary and one part-time, council executive secretaries are State extension service employees. One council voluntary assistant secretary is an extension employee. Two part-time and one voluntary secretary are retired extension employees. This reveals a close tie between extension cooperative education programs and those of the State councils. Ten full-time secretaries report a close relationship; however, three gave no response.

Working relationships in descending order of reporting were: materials, manager/director workshops, complementary or support staff on programs, adult projects and programs, young farmer couple programs, youth programs, coordination and planning programs, and extension representative membership on the board and service in advisory capacity. Mentioned once were: joint work with cooperatives, attendance at meetings, assistance in publicity for programs, and assistance in feasibility studies and policy development.

Postsecondary Schools

Thirteen councils, eight with full-time secretaries, reported some activity with postsecondary schools. Contacts reported in descending order were: providing cooperative educational materials and information, providing teaching kits and instruction, and helping start a course on cooperatives.

Activities reported once were: serving on advisory council, helping conduct a course, helping plan a course, participating in job training, assisting in youth conferences, and working with legislatures for appropriations.

State Departments of Agriculture

Twenty-three councils, twelve with full-time secretaries, reported working with State departments of agriculture. This work is quite varied, including: serving on departmental boards, contacting regulatory bodies, employees serving as speakers for cooperative programs, participating in departmental luncheons, and providing input for farmer interest. Other items listed once included coordinating young farmer activities, providing a volunteer secretary for one council, helping coordinate cooperative

lists, supporting cooperative philosophy development, exchanging information and material, consulting and lobbying on legislative matters, providing public relations material, assisting adult work, and working with council youth programs.

Agricultural Cooperative Service (ACS)

Thirty-six councils report working with ACS. The two not reporting are councils with full-time secretaries.

Providing educational material, information, and publications ranked equally high on the list of ACS efforts. These were followed by participating in meetings, providing speakers, and serving as a resource. Other activities included guidance; assistance; coordination of education research, young farm couple, and youth programs; legal resource, policy analysis; statistical compilation; technical assistance; and research.

Extension Service

Elsewhere in the report, 18 councils reported the Extension Service as a source of program material. Council secretaries listed the following involvement in descending order: disseminating materials, providing information, coordinating educational programs, and assisting workshops.

Farm Organizations

Work with State farm bureau federations is as varied as council structure. Sixteen councils report some activity. Five councils, including one subsidiary of the State farm bureau federation, report working closely. Seven councils work with the farm bureau on legislative programs, but some do not always agree with it. Others work with the farm bureau to gain support for the cooperative program, exchange ideas and information, or lobby. Others have farm bureau advisory or liaison persons with whom they consult.

Thirteen councils report work with the State grange varying from indirect to extensive contact. Three report the grange as council members, and one has the State grange master on the board.

Major grange involvement, primarily in councils with full-time secretaries, is in legislation and lobbying. Other involvement is through meeting attendance and general support.

Ten councils work with their State farmers union. Again the prime contact concerns legislative endeavors and lobbying, primarily with full-time

council secretaries. Other contacts concern support for the cooperative program, public relations, and service on the agricultural advisory council.

Six councils with full-time secretaries report contacts with State and general farm organizations. While these are primarily legislative, one reports service on the agriculture advisory board.

Farm Credit System

All councils with full-time and part-time secretaries report working with district Farm Credit Banks. However, only 11 councils with volunteer secretaries reported such activity.

Most often reported contacts were for educational programs, including director/manager workshops, young farm couple programs, and youth conferences. Closely following was providing material and information. Other activities in descending order were supporting programs, public speaking, handling legislative matters, preparing feasibility studies, formulating policy, conducting tours, and attending annual and other meetings.

PCA and FLBA are an intricate part of most State councils. They are involved in many activities such as working with young farm couple and youth programs; providing speakers, personnel to help with meetings and material; gathering legislative support; and exchanging information.

Other Organizations

Besides recognizing the role of cooperatives, activity with the chamber of commerce is confined to councils with full-time secretaries. Five report membership. Activities include legislative work and service on the agriculture committee information exchange.

One council conducts a special project with the city council. The only other comment was city councils need to recognize the role of cooperatives.

Ten councils report some activity with either State teacher or vocational agriculture teacher associations. These activities include exhibits at conferences, cooperative instruction kits, sponsorship of meals, legislative panels and work, and liaison committees. Those reporting generally indicate a close working relationship.

Five councils, all with full-time secretaries, report some work with labor organizations, mostly on specific legislative issues including health and medical education.

Seven councils with full-time secretaries report work with dealer associations, primarily in the legislative area. Other activities include issues such as roads, transportation, worker's compensation, credit, and utilities.

Ten councils work with commodity councils. Eight have full-time secretaries, one has a part-time secretary, and one has a volunteer secretary. One volunteer-secretary council is a member of the State commodity council.

Major efforts with commodity councils are in legislative matters— particularly in issues such as vegetables and fruits, and dairy promotion board.

Six councils, four with full-time and two with volunteer secretaries, work with civic clubs. Council secretaries serve as speakers, and civic clubs sponsor youth activities and projects.

Councils work with a host of other groups in addition to the National Association of State Council Secretaries. These include American Association of Agricultural Economics, agricultural builders, agricultural councils, agricultural growth council, association of accountants, association of executives, county cooperative extension agents associations, cooperative foundations, elevator associations, employee associations, foundation of retail buyers, highway users, science and technology, State administration agencies, State regulatory agencies, and others.

Overlaps

Councils work with so many different organizations in so many ways and with so many programs, there must be overlaps. The overlap mentioned most often by all types of councils is among farm organizations, in particular, the State farm bureau federation. Ranking a close second are regional cooperatives, grain purchasing and feed dealer associations, and District Farm Credit Banks.

Mentioned less often were American Institute of Cooperation, electric associations, extension service, Farm Credit Associations, and new organizations with cooperatives as members.

Conflicts

Councils with full-time secretaries report greater conflict than those with volunteer secretaries. Most often mentioned in conflict are farm organizations, labor, and grain and feed dealer associations. Other conflicts were with the chamber of commerce, regional cooperatives, and service organizations.

Improving Relations

Most council secretaries admitted relations with other organizations can be improved. Three secretaries listed contact and communication as the principal efforts for improving relations with other organizations.

Others listed in alphabetical order were education, exposure, participation with farm organizations, and membership in various umbrella groups.

Joint and positive efforts were indicated in work with American Institute of Cooperation and National Council of Farmer Cooperatives in joint programs, legislative issues, program scheduling, and youth and young farmer programs.

Interorganization Recommendations

Councils that are not members of the three national cooperative trade associations should use them. These include AIC for agricultural cooperative education; NCFC for agricultural cooperative legislation, energy, and international trade information; and CLUSA for agricultural and consumer education, legislation, and development. Member councils should make greater use of services available through these organizations.

As covered under organization and education, committees reporting to the vice president for education have a great opportunity to coordinate educational programs including youth, young couples, postsecondary and vocational, college and university, and adult. Professional educators are readily available. State departments of agriculture with personnel assigned to cooperative work must be included. The council and its committees must be catalysts for cooperative action in utilizing these resources.

Agricultural Cooperative Service's resources and personnel should be more fully utilized in the total statewide cooperative effort.

Extension has limited personnel at the Federal level, but should receive requests. More council assistance is available at the State level.

National farm organizations vary among and within States. Their legislative efforts and lobbying are generally agriculture oriented. Ideas and information should be exchanged with farm organizations and their support solicited.

District Farm Credit Banks and affiliated associations have employees with special qualifications. Councils should more fully utilize bank and association employees on committees and programs for materials, legislative support, information, and in other ways peculiar to their State. Effective use of these employees in coordinating programs can help avoid overlap.

National Rural Electric Cooperation Association, statewide rural electric associations, and the local electric membership cooperatives coordinate on many excellent training programs. Using statewide and local electric employees will strengthen the council educational and training program and help avoid overlap.

Many other State and local organizations serve useful purposes that vary in importance with personnel and location. Councils need to coordinate efforts with these organizations where feasible and advantageous.

Appendix

Table A—Organizations to which councils turn for assistance on legislative matters

Organization	Full-time	Part-time	Volunteer	Total
Regionals & other individual co-ops	1	1	8	10
Farm bureau.....	0	1	5	6
Ag councils.....	1	2	2	5
REA's	0	0	4	4
NCFC.....	0	1	2	3
Commodity groups.....	1	1	1	3
Grange	0	0	2	2
Private lobbyists.....	0	1	1	2

Table B—Groups or persons receiving newsletter other than council members

Group	Full-time	Part-time	Volunteer	Total
Universities & schools	5	1	2	8
Other councils	4	3	1	8
Extension.....	3	1	3	7
Nonmember co-ops.....	3	2	1	6
Legislators	3	2	1	6
Trade assn.....	2	2	0	4
Farmers.....	1	2	0	3
Other gov't officials	1	2	0	3
Interested persons.....	2	1	0	3
Farm organizations	1	0	1	2
State dept. of agri.....	2	0	0	2
Nat'l co-op org.	1	1	0	2
Regional field personnel.....	1	0	0	1
Ag editors.....	1	0	0	1

Table C—Subject matter of news releases

Subject	Full-time	Part-time	Volunteer	Total
Council meetings/elections.....	8	3	2	13
Youth programs & participants ..	1	1	6	8
Co-op Month.....	2	1	5	8
Cooperative roles and activities	3	2	3	8
Educational programs	2	2	3	7
Legislative positions.....	5	0	0	5
Awards.....	3	1	0	4
Hirings, appointments.....	1	1	0	2

Table D—Types of groups most frequently addressed in speaking engagements by executive secretaries

Group	Full-time	Part-time	Volunteer	Total
Co-op annual meeting	11	2	0	13
Civic groups, service clubs	6	2	2	10
Farm groups, farmers	5	2	1	8
Youth groups.....	3	1	2	6
Schools, universities	4	0	1	5
Manager/director groups	2	0	2	4
Ag. councils, commodity org.	2	0	0	2
Educator associations.....	1	1	0	2
Other councils	2	0	0	2
Extension groups.....	1	0	0	1

Table E—Subject matter usually addressed in speaking engagements by executive secretaries

Subject	Full-time	Part-time	Volunteer	Total
Role of cooperatives	5	2	3	10
Legislation	7	1	0	8
Operating techniques, problems..	5	0	1	6
Role of State council.....	2	1	0	3
Dir./mgr. responsibility.....	1	0	2	3
Cooperative organization.....	0	1	1	2
Cooperative philosophy & principles	2	0	0	2

Table F—Locations where exhibits are displayed

Location	Full-time	Part-time	Volunteer	Total
Co-op annual meetings.....	4	0	2	6
Conventions	2	0	1	3
Schools.....	1	0	1	2
AIC events	1	0	1	2
Youth programs	1	0	0	1
Fairs	1	0	0	1
Shopping malls	0	1	0	1
No display or no response	8	7	13	28

Table G—Target audiences for advertising and media appearances

Audience	Full-time	Part-time	Volunteer	Total
Farm/rural.....	4	2	0	6
General public.....	1	0	1	2
Urban.....	1	0	0	1
Not appropriate/no response.....	8	6	16	30

Table H—State councils publishing statewide cooperative directory and frequency of publication

Directory Data	Full-time	Part-time	Volunteer	Total
Publish directory	7	5	6	18
Frequency:				
Annually	4	2	3	9
Every 2-3 years.....	0	1	0	1
Every 5 years	0	0	1	1
Every 10 years.....	0	0	1	1
As warranted	3	2	1	6

**U.S. Department of Agriculture
Agricultural Cooperative Service**

Agricultural Cooperative Service provides research, management, and educational assistance to cooperatives to strengthen the economic position of farmers and other rural residents. It works directly with cooperative leaders and Federal and State agencies to improve organization, leadership, and operation of cooperatives and to give guidance to further development.

The agency (1) helps farmers and other rural residents obtain supplies and services at lower costs and to get better prices for products they sell; (2) advises rural residents on developing existing resources through cooperative action to enhance rural living; (3) helps cooperatives improve services and operating efficiency; (4) informs members, directors, employees, and the public on how cooperatives work and benefit their members and their communities; and (5) encourages international cooperative programs.

The agency publishes research and educational materials, and issues *Farmer Cooperatives*. All programs and activities are conducted on a nondiscriminatory basis, without regard to race, creed, color, sex, or national origin.